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The Development of a Model for a Community Fitness Campaign

by

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Date: April 27, 1981

Dedication

This Thesis is dedicated to my wife, Dorothy. Were it not for her patience and kindness it would never have been completed. If love can have any real expression it must be in the face of long tiring hours of work at a task in which one has only a remote interest; where the only satisfaction is in the advancement of the other person. When I look back on this work and her involvement in it, my mind boggles at my presumption. She has worked hard and selflessly from start to finish. If that isn't love...

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Abstract

Four community action campaigns to improve physical fitness and nutrition that were operated in Western Canada from 1973 to 1977 are presented and studied as discrete cases.

The individual cases were Project ReNu which operated in Manitoba, Shape-up Alberta which operated a campaign in Lloydminster, Alberta, Action B.C., a province-wide enterprise with a number of different thrusts in British Columbia and Particip*action* Medicine Hat, a campaign directed by Particip*action* Canada in the Alberta city of Medicine Hat.

The four campaigns were found to be generally successful at meeting short-term objectives but failed markedly to sustain long-term objectives of changing behavior. The four campaigns were found to have been operated with energy and efficiency but without any clear concept of how or why the campaign activities affected their clients.

The four cases are described and analysed in terms of Social Change, Marketing, and Community Development theories. This theoretical discussion is used to develop an "ideal type" of campaign.

The concept of an "ideal type" is derived from the work of Weber and of Becker for use in descriptive research. The description of the "ideal type" campaign is presented as a series of propositions. The propositions form the theoretical basis of a model for field practice.

This model involves a three level organization designed to market physical activity across the nation. The levels involve a national campaign operated by the Federal Government, a provincial level campaign operated by a multi-disciplinary council of the related provincial government departments, plus allied professions and agencies; a campaign operated at a local level that is integrated with the provincial and national efforts. Thirty-four operating recommendations are presented.

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I. Introduction

The state of physical fitness and nutrition among Canadians has been of great concern to both health professionals and to various levels of government over the past decade. In 1971 the cost of health care was 7.1 per cent of Canada's gross national product. It was estimated then that this cost would continue to escalate throughout the 1970's unless action was taken. (Lalonde 1974:27).[1] One of the earliest concerted national actions was the National Conference on Fitness and Health which was held in Ottawa, Ontario, 2 December, 1972. The broad problem of fitness and lifestyle was considered by the Conference participants who came from all regions of the nation. The Conference produced twenty-four recommendations. Notable among these were two (numbers one and two) which recommended that marketing methods, and professional behavior modification agents be used to change the value system of Canadians in the direction of being more physically active. Of particular relevance to this study was a recommendation (number eleven) which suggested that travelling physical fitness evaluation clinics be established. These were to go into areas of the country that did not have access to physical fitness expertise.

---

[1] Much of the action described here pre-dates or is coincidental with this publication. The reader should be aware that the issuance of an official government publication usually takes not less than two years. The information compiled in this document was generated by the 1971 official Census and prior to that. Thus it is describing retroactively the situation extant in Canada at the time of the four projects that are treated here.

Following the Conference there were a number of initiatives by various governments and government agencies towards persuading the public to become more physically active as a means of health improvment. A mass persuasian campaign of note was mounted by Sport Participation Canada. Particip*action*, as it is popularly called, was organized in 1971 with the stated intention:[2] "to promote more physical activity among all Canadians". (Kisby, 1972a:11). Since its formation it has maintained an on-going campaign to inform Canadians about the physical fitness issues[3] using mass media communication.

Provincial Governments, citizens and private agencies responded to the 1972 Conference recommendations. A variety of initiatives were produced. In 1973 the Government of Manitoba pioneered in the development of a touring Fitness and Nutrition Appraisal Clinic which they called Project ReNu. They were followed in September, 1974 by a joint project of the Edmonton Y.M.C.A. and two Alberta Government Departments (cf p.149ff). This was called SHAPE-UP ALBERTA. Coincidental with this Alberta initiative was the formation of Action B.C. (cf p.224ff) in British Columbia. This grew out of a conference of health and other allied professions sponsored by the Government of British Columbia. While these various efforts were being undertaken, Particip*action* Saskatoon was in operation, generating nation-wide attention about its campaign and the issue of participation in physical activity. This subsequently led to the organization of a similar project in Medicine Hat patterned after Particip*action* Saskatoon.

---

[2] Particip*action* Canada will be dealt with in detail as part of Case Study Number IV.

[3] The noted authority on community change, Roland Warren, defines an issue as *An aspect or possibility of purposive change which is the subject of active consideration among important parties in the situation.*(1971:12).

All of these enterprises to a greater or lesser extent, utilized various forms of community activation to create awareness and interest in the particular version of the fitness and nutrition issues they were forwarding. Community activation is a process that is frequently used to mobilize a community towards the solution of a problem. Activation may occur spontaneously as when key individuals or groups in a community become aware of an issue and begin to search for ways to deal with it. (Holland et al., 1957:144).

More generally, community activation is a conscious practice by persons or agencies who use it to achieve specific goals. There are many examples: a community drive for blood donors, a community fund-raising campaign, a safe driving campaign, to name a few.

In each case the community is made aware of the problem through various mass information techniques. The concern is made legitimate through endorsement by community influentials. The appropriate action to solve the problem at an individual level is made explicit. A network of inter-personal contacts is developed so that each individual is able to discuss the issue with similar others. A mechanism that will allow the individual to act on the information is established. Feedback of overall results of the action is given and the campaign is officially ended.

Each of the organizations cited above has operated its campaign without knowledge about the effectiveness or the duration of the effect. While the campaigns have been conducted with a good level of efficiency, they lacked a clearly defined concept of how their respective methodologies worked. There is reason to question this expenditure of time and resources when the results of these various methods were so unsure. None of these projects has identified a conceptual model of community activation and its effects on the individual beliefs and behavior. The dictum "press on" has dominated the thinking of the planners who have approached the problem much as they would any community action campaign. The result is that much has been done, but tangible results are obscure.

Three of the projects mentioned employed Fitness and Nutrition Appraisals as a means of motivating the participants to take action about their personal fitness and eating habits. Y.M.C.A.'s and other fitness agencies know well from their field practice that fitness tests have more novelty than motivational value, often acting as a substitute for the real behavioral changes needed. Similarly, the behavioral results of activating a community are unclear. One thing is clear, however, this is the great need to determine if the methodologies so far in use are effective and if they are, what are the essential tactics and strategies that cause them to work. As Warren (1971:7) so cogently points out,

> Practitioners in the field of social change, whether Sociologists or not, appear to be guided principally by empirical considerations.

He notes also that there is a "ferment of activity" resulting in a "veritable grab-bag of change strategies, many of them poorly defined..." The central purpose of this study is to form a clearer understanding of this problem and to describe an effective methodology that can be used in a community activation campaign.

A. Statement of the Problem

The general problem is to construct an "ideal"[4] model of a community activation campaign that will be rooted in empirical examples and rationalized through the application of the appropriate theory or theories.

Three sub-problems grow out of this overall general problem:

1. **Sub-problem (a)** To describe and analyse the operations of four physical fitness and nutrition promotion campaigns that were operated in Western Canada in the period from January 1973 to June, 1977.

---

[4] This is Weber's term which, in spite of the value-laden quality it implies, means the best possible example of the "type" (cf p.69ff).

2. **Sub-problem** (b) To analyse the four campaigns so as to identify and make explicit whatever theoretical basis there was for the various strategies that were employed.
3. **Sub-problem** (c) To draw with reasoned eclecticism upon whatever attitude and social change theory is needed and to combine this with examples of field practice so as to construct a coherent and logically based campaign type.

This description dealt with the flow of action from the point at which the concepts of the four fitness agencies were originated, through the course of their action programmes until these were completed, or to a point in their development where description could logically be ended. The four cases studied were:

1. **Project ReNu**. A mobile Fitness and Nutrition Appraisal Unit sponsored and organized by the Government of Manitoba.

   Period of study: May 1973-September 1975.
2. **SHAPE-UP ALBERTA**. A collaboration between the Edmonton Y.M.C.A. and the Government of Alberta involving the use of a mobile Fitness Testing Unit with community development objectives.

   Period of study: June 1974-December 1976.
3. **Action B.C.**. A private non-profit Society created at the behest of the Government of British Columbia in collaboration with various individuals and professional societies.

   Period of study: January 1974-December 1976.

4. Particip*action* Medicine Hat. A project funded by the Government of Alberta operated by Particip*action* Canada through a Local Action Committee.

   Period of study: September 1974-June 1977.

It will be noted by the reader that the descriptions of the four cases are not uniform. They deal with different sequences of action and with different emphases. The intention is to describe examples of varying approaches to the problems of activating a community as they happened. Thus the ReNu Case deals with a series of short interventions while Particip*action* Medicine Hat deals with one long intervention. Both of these and SHAPE-UP Lloydminster produce a chronological narrative. Action B.C.'s eclectic approach to meeting its objectives requires a series of descriptive essays. If there are variations in the treatment accorded each of the four cases, they represent impositions of the data available rather than a particular conscious bias on the part of the writer.

An illustration will assist the reader to better understand this situation. It was possible to do a content analysis of the print media's treatment of the SHAPE-UP Lloydminster campaign, (cf p.206ff). This was largely due to the availability of copies of the Lloydminster newspapers and the news clipping file of SHAPE-UP ALBERTA. Also, the Lloydminster campaign lasted only eight weeks so there were only eight editions of the two newspapers to study. This was not possible with ReNu due to the widely dispersed centres they were in during their twenty-month operational period.

As will be seen in Case IV, Particip*action* Medicine Hat suffered a virtual embargo on publicity in the print media during the first fifteen months of its campaign. Action B.C., like ReNu, travelled widely and also suffered variations in the effectiveness with which its local operators dealt with the press. Thus only one of the four cases produced data useable for this purpose. It is useful, nevertheless, in considering the effectiveness of newspaper stories in educating the readers about a particular issue, but it provides no basis for comparison between cases.

The concern of this study was not the specific action programme that was undertaken by these organizations but rather a study of their actions at a level of abstraction that would be appropriate to other communities and other action programmes. At the same time, it is important that the descriptions and analysis are based on reality; that they do not become so far removed from the empirical examples that they are meaningless. DeGroot (1969:73) cautioned that:

> Formulations of theory or hypotheses must contain precise indications of the collections of empirical phenomena to which they are supposed to relate.

It was within this guideline that the construction of the "ideal" model was undertaken.

Theoretical Assumptions

The basic assumptions for the theoretical approach of this study were as follows:

1. It was assumed that a community activation campaign was a special case of a general type of group action that was
    a. Voluntary,
    b. Problem-oriented,
    c. Loosely controlled,
    d. With authority diffused within the subject community.
2. It was assumed that a community activation campaign mobilized the resources of the community in such a way that the ensuing action was viewed as the operation of a social system.

This study was conducted within a definition of a social system that included the following:

1. A network of interdependent relationships between individuals in the system.
2. The necessity for interaction between members of the system to maintain the network.
3. Interaction developed and reinforced by beliefs, feelings, and symbols.

By this is meant that the actions of individuals and organizations formed patterns that may be called a social system. This system operated to articulate the existing social structures within the community so that the problems defined by the action group were ameliorated. In this process, the action group which operated the campaign itself became a social structure which could be activated and de-activated within the frame-work of the existing social systems of the commuity.

B. Definition of Terms

The following terms that are used in this work are according to the original author's definition and include the appropriate citation. Where no citation is presented this author's own operational definition is that indicated.

Adoption: A decision to make full use of an innovation as the best course of action to solve a particular problem. (Rogers, 1973:79).

Campaign: A sequence of planned information releases, publicity events and public involvement opportunities designed to highlight certain issues and goals.

Community Activation: A process whereby a community identifies a problem, which leaders and power figures feel needs a solution and develops a means of dealing with it. It involves mobilizing human and other resources indigenous to the community.

Diffusion: A communication process by which innovations are communicated to members of a social system over a time period. (Rogers, 1973:48).

Direct Involvement: To be included as a participant in an event or activity as it is going on, as opposed to being an on-looker or a participant remote from the event in time or location.

Fitness Appraisal: A set of measurement techniques performed on an individual to determine a number of parameters dealing with physical endurance, flexibility, strength and body composition. It is usually conducted with individuals or small groups for the purposes of heightening motivation to take action if the appraisal discloses deficiencies. Public fitness appraisals are the same as above except that individuals are tested in a public session without prior appointment rather than in a clinic by scheduled appointment.

Innovation: An idea, practice or object that is perceived as new by an individual. (Rogers, 1973:48).

Innovation-Decision Process: The mental processes through which an individual passes from the first knowledge of an innovation to a decision to adopt or reject it and to the confirmation of this decision. (Rogers, 1973:79).

Intervention: An action taken by a party (the intervener) in the affairs of another party so as to change or modify these affairs towards a state seen as desirable by the intervener.

Issue: This is an aspect or possibility of purposive change which is the subject of active consideration among important parties in the situation. (Warren, 1971:12).

Lifestyle:Is an expression of the manner in which an individual leads his or her life. In this study it is particularly concerned with the extent in the daily life of the individual that he or she practices sound health habits, physical activity, alcohol use or abuse, drug use, the practice of safety in driving or at work. (Health and Welfare Canada, 1979).

Marketing: The definition of marketing as applied to health and physical fitness, utilizes Kotler and Zaltman's definition of Social Marketing. This is the design, implementation and control of programmes calculated to influence the acceptability of social ideas and involving considerations of product planning, pricing, communication, distribution, and marketing research. (1971:5).

News Media: All elements of the communication system which serve as a media to the general public. It incorporates information sources such as television, radio, motion pictures, magazines, books, newspapers and other such methods.

Nutrition Appraisal: A measurement technique to determine the amounts and quality of food ingested during a specified period for the purpose of ensuring that the client is receiving sufficient amounts of the correct nutrients each day. Direct measurement of the constituents of blood such as dissolved lipid, protein, and glucose are taken if laboratory assay methods are available. The intent for the client is to motivate changes in eating behavior where necessary.

Physical Fitness: Is a state of body efficiency that permits an individual to function at an optimal level of physical and mental output without undue fatigue and with sufficient reserves for the individual to safely respond to an emergency.

Promotion: All those communication functions of an organization which are directed at persuading a public to enter the innovation - decision process individually on behalf of its particular innovation are sub-summed under the term "promotion".[5]

Public Awareness Event: A planned occurrence involving groups or individuals that are designed to impart information to them and to the larger public about a particular social object or problem to the end that awareness about it is generally increased.

Public Relations: These are the activities of an organization designed to build sound and productive relations with special publics so as to adapt itself to its environment and generally to interpret itself.(Webster, 1971:625)

Publicity: Is a special form of communication about an organization and its objectives that is conveyed to the public by the mass media as part of their editorial content as opposed to their advertising. It is, by definition, information disseminated at no charge to the organization.(Webster, 1971:631).

Regional Health Unit: An office of a Provincial Government

---

[5] This definition is Kotler's (1972:746) but with the addition of Roger's term "the innovation-decision process". This expanded definition recognizes that promotion is a mass process directed at individual attitude and behavior change.

Health Department (the specific name varies from province to province), which is concerned with public health matters such as public immunization, nutrition, and infant care. In recent years these have included physical fitness within their perview. They are usually staffed by a medical doctor and a number of public health nurses and operate wthin specific geographic boundaries.

II. Review of the Literature

A. An Overview

Efforts to influence the Canadian population to participate in regular physical activity can be described within a variety of concepts and theories of human behavior. Since physical activity results from what is essentially an individual decision, this description can fall within various theories of individual action. Since most individual action results from social influences, participation in physical activity can also be studied within theories of social interaction. This chapter reflects a dualistic view of the way in which people become involved in regular physical activity. It examines Everett Rogers' theory of how a new idea or innovation is passed among members of a social unit. It considers individual factors that influence the way he or she receives a new idea and it describes characteristics of the new idea that influences the speed with which it is adopted.

A popular response to the problem of increasing participation in regular physical activity has been the belief in "marketing methods" to induce the public to participate; that if the "right" motivational efforts are made; if the "right" message is transmitted often enough, the public will adopt physical activity on a regular basis. This notion was prevalent in the thinking of the participants at the 1972 Conference on Health and Fitness.

The second section of this chapter examines the concept of social marketing to promote the adoption of behavioral innovations and other efforts to apply marketing principles to the furtherance of behavioral "products".

All four cases to be presented utilized a public campaign as a means of activating the particular community so as to highlight the fitness and nutrition issues. The third section of this chapter examines various community activation strategies to provide a context in which to study the four cases.

B. Diffusion of Innovation

The Innovation

If the behavior necessary to ensure a healthy lifestyle can be considered as a behavioral innovation, the work of the four campaigns could be examined in terms of the diffusion of innovation. Extensive studies of this phenomenon have been carried out by Everett Rogers (1973). He defines an innovation as:

> ...an idea, practice or object perceived as new by an individual....it matters little whether a new idea is objectively new, measured by the lapse of (time). An individual's reaction to an innovation is determined by his perception of its newness.... If it seems new and different,...it is an innovation.
> (1973:48)

That regular physical activity was a new behavior for the majority of the Canadian population during the period of this research is borne out by two studies. Sport Participation Canada reported that only two per cent of a sample of Canadians were physically active *once a week* (1973:3). This was based on a study conducted by P.S. Ross Associates of Toronto. Hall, in summarizing a Statistics Canada survey taken in 1972 supports this. She said:

> Canadians do not make sports and physical activity a significant aspect of their general lifestyle. Their pattern of living is dominated essentially by sedentary activities.
>
> (1975:10)

On the basis of these two sources, it is concluded that regular physical activity for its health value was a behavioral innovation among most Canadians at that time and could therefore be subjected to study within the Rogers' diffusion of innovation theories.

The Characteristics of an Innovation Influencing Its Adoption

Rogers and Shoemaker (1971:137) describe five characteristics of an innovation that influence the speed of its adoption. These are mentioned with specific reference to the physical activity innovation.

Adoption of an innovation is influenced by its *Relative Advantage*. This is the degree to which an innovation is perceived as being better than the idea it supercedes. (Rogers and Shoemaker, 1971:138). With reference to regular physical activity, there is very little immediate relative advantage. In fact it is possible that there will be some considerable disadvantage in terms of physical distress, stiffness and perhaps injury resulting from the first trials.

The *Compatibility* of an innovation with existing norms and values in the social system in which it is being introduced is a strong influence in the speed of its adoption. The popular culture in Canada does not value direct participation in physical activity very highly. Kisby (1972a), Marquardson (1976), Kirsch, Dixon and Bond (1973) all note low levels of participation among Canadians. The Physical Activity innovation is likely to experience a low adoption rate due to its incompatibility with the existing Canadian value system. (National Advisory Council on Fitness and Amateur Sport, 1975:9).

The *Complexity* of an innovation also influences the rate at which it is adopted. A complex innovation such as the Rhythm Method of birth control is much less effective and less generally adopted than the more simple Intra Uterine Device which could be forgotten after implantation. (Berelson, 1964:94). Similarly the use of a hybrid corn was more readily adopted than was an elaborate method of land terracing to prevent errosion. Rogers and Burdge (1972:361) and Ryan and Gross (1943:15-24).

Physical activity for physical fitness is a relatively complex innovation compared to a new dish-washing detergent, an instant coffee or a new social movement requiring a specific action. It requires not only regular and frequent involvement but also that the adopter learn a new set of practices or skills. In view of the low level of participation by Canadians as a whole, it is not stretching credulity to suggest that many are unskilled in physical activity and without knowledge of good practice in developing physical fitness. As an indication of this, Kisby (1976) stated that 65 per cent of a sample population could not correctly define physical fitness nor could they indicate how much effort was required to become fit. It would appear from this that the complexity of the physical fitness innovation is a serious barrier to its diffusion through the population.

The *Trialability* of an innovation effects its rate of adoption. If an innovation can be reduced to convenient sized trials or to partial commitments which will allow an experience of it without total commitment, its adoption will occur more rapidly. Kotler (1972a:511) noted that this was particularly true in the case of early adopters who assumed more risk in accepting an innovation than later adopters. Ryan and Gross (1943:15) reported that total adoption of a hybrid seed corn among Iowa farmers was always preceded by a period of trial and partial adoption.

In the sale of behavioral innovations such as ballroom dancing instruction, Health Spa membership or Y.M.C.A. fitness class membership, the field practice is replete with various promotional tactics to encourage first trial and ease of involvement at the early stages of customer interest. No documented studies of the effectiveness of these tactics are reported in the literature, and individuals responsible for marketing these services are remarkably vague as to the effects. While it begs the question, the very existence of these practices would indicate an advantage gained in hastening the adoption of the behavioral innovations they are designed to encourage.

Observability is the degree to which the results of an innovation are visible to others. The *Observability* of an innovation is an important control on the rate of adoption. In order for diffusion to occur the innovation must be seen as being accepted. The adoption of hybrid corn mentioned above was facilitated by the physical proximity of the early adopter's fields to the main route of traffic for local farmers. The innovation was on view to all who passed by.

Similarly, Hruschka and Rheinwald (1965:101) found that the more observable an innovation was, the wider its diffusion. They cite two contrasting examples: Among German farmers the innovation of drying hay on wire racks in an open field diffused much more rapidly than an innovative method of calf feeding. The former was on view all through the haying season while the latter occurred quietly inside a feeding barn completely out of public view.

Applications of this factor are widely practised. Campaigns that rest on wide public support often use devices that make visible the adoption of the innovation they are furthering. The use of lapel pins as visible evidence of participation in a community campaign is a common practice.

A classic example of the effects of visibility on the diffusion of an innovative product is reported by Whyte

(1954:142). In a study on the diffusion of portable air conditioners through a Philadelphia neighborhood, he noted that the visibility of these appliances in the windows of adjoining homes was a significant factor in their spread through a city block. While other factors were also instrumental, the visibility and close proximity of the row houses played a most important role in diffusion of this innovation.

The Diffusion Process

Rogers' model of the diffusion of an innovation describes a behavioral sequence comprised of five stages, each of which influence those that follow. (Rogers and Shoemaker 1971:100). The first of these is called *awareness*. In this stage the individual becomes aware of the existence of the innovation. This carries with it no feelings. The individual merely knows that it is there. In the case of the physical activity innovation, the individual would be aware that other people were active in jogging, exercising or whatever.

The second stage in the diffusion process is called *interest*. In this stage the individual seeks information about the innovation without making a commitment to it. Non-personal information channels are reported to be the most effective means of communication at this stage. (Wilkening 1956:361). The individual at the interest stage in the adoption of regular physical activity would be reading information items about fitness as they appeared in the mass media.

Interest is preliminary to the *evaluation* stage where the individual attempts to weigh the merits of the various offerings of the innovation. At the evaluation stage, personal sources of communication become important as the individual seeks to verify through his personal contacts, the information he has received from the mass media. Menzel and Katz offer supporting evidence for this in their study of the behavior of physicians in selecting a new medication. They note that:

> Most medical doctors were more likely to discuss new pharmaceuticals with their colleagues before making a first trial with a new drug.
>
> (1955:337)

This was also reported by Webster (1971:186) about industrial buyers who tended to check with other buyers or engineers before attempting the trial of an innovative product.

The *trial* stage of the innovation diffusion process occurs when the individual elects to try the innovation for himself. Webster (1971:24), states that there is no substitute for the actual experience with the product in hastening a decision either to adopt or to reject it. A successful first trial is essential for adoption to occur. This is particularly so with behavioral innovations which depend so heavily on circumstances being right. For example, if the innovation being tried is a breakfast cereal, very little can go wrong with the circumstances around serving it for breakfast. On the other hand, a first trial at a fitness class has many circumstantial variables, which make it much less sure of giving satisfaction.

A successful first trial leading to a number of re-trials will eventually produce *adoption* of the innovation. Adoption is the decision to make full use[6] of the innovation as the best possible decision. In the situation where the effect of participating is deferred as with fitness activities, it is essential to encourage repeated participation. Webster in referring to tangible innovations states:

> Repeat purchase is especially necessary for products whose effectiveness can only be determined after repeated use.
>
> (1971:29)

It is contended that this applies with equal force to long-term behavioral innovations such as participation in fitness activities.

Rogers and Burdge (1972:356) make a particular point about the final aspect of adoption. They called this *confirmation*. At this point in the adoption stage, the individual seeks reassurance that he has made the correct decision in adopting the innovation. The state of mixed feelings about the wisdom of the adoption decision is called "post-decision doubt" by marketers. Festinger (1957:261) called it cognitive dissonance. Whatever the name, the principal features are second thoughts in which the adoptor is disturbed by the attractivensss of the alternatives he decided against. The individual, experiencing these feelings attempts to reduce them by seeking confirming information and opinions about his decision. Alternatively, he could reject the innovation if its continued adoption created too much dissonance for him. Bell (1967:12) discussing the problem of post-decision doubt in the purchase of a new automobile, suggested that automobile manufacturers should develop a handbook for buyers that would give supporting information about their purchase to share with friends and colleagues as a means of reinforcing confidence in their decision.

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[6] In the case of a behavioral innovation the decision would be to participate regularly in it, often enough to derive benefit from it.

Characteristics of the Individual that Influence the Adoption of an Innovation

The act of introducing an innovation to a social unit involves bringing it to the attention of the individuals there. While diffusion occurs through a population, the innovation is accepted or rejected by individual members of that population. The basis of the decision to accept or to reject an innovation is rooted in the beliefs, values and past experiences of the individual members of the social unit. Thus the speed with which an innovation passes through a population is also influenced by the unique characteristics of the individual members of the population.

Innovativeness

Rogers (1962:263) reports that people differ in their readiness to accept certain ideas, a quality he called innovativeness. The literature does not support the concept of a general personality characteristic called "innovativeness". Rather, innovativeness seems to be specific to a particular subject. (Kotler, 1972:509). Rogers noted that innovativeness was related to age, education level, "cosmopolitanness"; that early adopters were generally younger, better educated and were attuned to agencies outside their home community. Cohen supports this. He describes innovators and early adopters of innovation as follows:

> They travel more and change residence more often; they show more movement through occupational and economic levels; they associate with a wider variety of people, of different types; they move through more educational levels and institutions; they read more; and in general move through more intellectual influences.
> (Cohen 1962:43)

Rogers described later adopters as older, more oriented to tradition, less well educated and attuned to their peers, relatives and neighbors for information. They tended to follow rather than start a trend.

Susceptibility to Persuasion

Adoption of a new product or practice is related to the susceptibility of the individual to persuasion in favor of it. Cartwright (1949:258) stated that individuals accept or reject a persuasive message on the basis of general categories to which it appears to belong. This is a psychological device available to the individual that permits an easy means of dealing with new ideas. By invoking stereotyped categories, they are able to deal more efficiently with assaults upon their conceptual world by new ideas and not be upset by continual revisions.

Thayer (1968:227) discusses the concept of identity anchorages. These are beliefs and practices by which an individual maintains his identity. A change in any of them represents a change in the self-concept which can be threatening to the individual. Sherif and Cantril (1947:87) consider the individual's "frame of reference" as a means of securing the self-identity. Thus changes in attitude and belief, as a result of a persuasive message, can be threatening to the individual's self-concept and so are accepted slowly, if at all.

The susceptibility of an individual to a persuasive message is an important feature of how readily he will accept the new idea it contains. Thayer discusses the acceptance of new ideas by an individual. He notes that people can be communicated with only in terms of their own view of the world and their own social realities. He states:

> It is relatively easier...to influence others to believe or...to take action in a direction towards which they are already oriented. But it is relatively difficult and sometimes even impossible to influence them to think or behave in ways which are contrary to their basic

orientations (to life).

(Thayer, 1968:227)

There are implications from this for fitness and nutrition campaign strategies. First, efforts to persuade must be directed at the persuadable. This means making use of those media and communication channels that will reach those who can be persuaded. It means identifying target audiences and tailoring specific communications for them rather than relying solely on a mass campaign. It means attempting to reach a younger, better educated segment of the population through well reasoned arguments~~,~~ facts and appeals.

Individual Pre-dispositions

Adoption of an innovation is affected by the pre-disposition of the individual to that general class of item, idea or action. Pre-dispositions are a composite of attitude, belief, opinion and interest, in short, an orientation towards the particular innovation. They effectively regulate the acceptance of information about an innovation and so exert some control over its adoption.

An example of pre-dispositions controlling the reception of information is reported by Schramm and Carter (1959:121). They studied the effectiveness of a political telethon in the U.S.A. It was found that viewers of the programme were predominantly from the political party of the sponsors; that retention of the information provided by the programme was significantly higher amongst politically sympathetic viewers; that no change in voting intention resulted from the programme. They concluded that individuals tend to expose themselves to information that confirms their view of the world and reject that which is disconfirming. The retention and acceptance of health information was studied by Cannell and MacDonald (1956:315). They reported the exposure of an audience of cigarette smokers to written articles on health science as compared to an audience of non-smokers. Forty-four per cent of the smokers compared to 67 per cent of the non-smokers indicated that they almost always read health science articles in newspapers and magazines.

A vast array of pre-dispositions are likely at work in the dynamic calculus around the involvement in regular physical activity. Two are of particular relevance to the diffusion of the physical activity innovation.

Activation Level

It is a matter of general observation that people vary in their level of activity. Various activity patterns seem to be common to certain types of physique. Willgoose (1956:26) noted that various activities are more characteristic of certain body types than others. Sills and Mitchem (1957:64) reported that individual levels of activity were a function of body type. Thomas, Chess and Birch (1970:102) after a longitudinal study of infancy to middle childhood, concluded that distinct levels of activity appear in the newborn infant; and that these levels were characteristic of the individual and independent of socializing factors. Fisk and Maddi's (1961:17) theory of activation suggests that individuals seek to maintain an optimum (for them) level of activation which is innate but subject to early conditioning. According to this theory, biological and environmental factors play a significant role in determining if an individual will pursue an active lifestyle or if he will follow a quiet, introspective way of life.

Thus, a major source of pre-disposition to the physical activity innovation may be the physical make-up of the individual members of the target audience. It follows that if they tend to be of a slow, lethargic physical type, they will likely be pre-disposed to regard physical activity in a negative way.

Social Class Pre-dispositions About Physical Fitness

For the purposes of this work social class is defined by objective criteria such as income, occupation and education. It is an aggregate of persons sharing a similar economic situation.

A number of authors have reported differences between lower class workers and middle class workers. In reference to the use of medical services Kaduskin (1966:406) reported that for a given condition lower class families are less likely to consult a physician. Anderson, Collette and Feldman (1963:91) reported that families with a high level of education tended to place more emphasis on medical care. He noted that middle class and upper middle class people lay stress on preventative measures and health insurance. Rosenblath and Suchman (1964:344) describe the health attitudes of blue-collar workers:

> ...Blue-collar groups think of the body as having a limited span of utility: to be enjoyed in youth and then to suffer with and endure stoically with age and decreptitude.

Health is thus seen as a commodity to be expended without repair or maintenance. Gross and Gursslin (1963:168), described working class people as "living in the now" and as being fatalistic about life. They did not see ways of controlling their destiny and so tended to accept what was and to take their satisfactions as they came. This is borne out by research by Caplovitz (1964:110), Cohen (1973:303), and Martineau (1958:121). Among other facts they reported that lower class people tended to be concerned with the immediacies of living. They spent their discretionary income on expensive short-lived durables. Insurance, equities, and funeral societies were low or non-existent on their priority lists.

While this brief review has been centred on the characteristics of lower class people, it illustrated the vast source of pre-disposition existing in social class norms and values. The attitudes towards physical activity for health's sake among blue-collar workers is illustrative. Henry (1973) reported that Highway Department workers in Alberta responded favorably to activities with a high intrinsic recreational value, while activities that were seen as drudgery, such as jogging or calisthenics, were avoided. The findings of Burgess (1978:23ff) support these observations. In a study of 1,650 bus drivers as to physical activity interests, it was reported that activities that were seen as fun, such as racquetball, cross-country skiing, were rated as preferences over fitness activities such as jogging and calisthenics by a factor of almost two to one. The opposite is true amongst executive and management workers as evidenced by the large clientele of Y.M.C.A.'s and various physical fitness agencies whose biggest programme loads are during the mid-day when blue-collar workers are on the job.

The effect of pre-dispositions must be reckoned within the planning of promotional activities.

Factors in the Introduction of a Behavioral Innovation

It is not suggested or implied that all the conditions determining the adoption of an innovation are known. Nor will this paper attempt to examine more than some of the better reported studies relating to conditions surrounding the adoption of an innovation.

From a marketing perspective, a new innovation requires a number of pre-conditions before its introduction to a market can be assured. Wiebe (1951:680) noted some of the more critical ones. The product must be available for distribution; a distribution system must be operable; the distribution setting must be attractive and convenient so that the behavior advocated can be consummated with the minimum of energy. Cartwright writing about mass persuasion states:

> These processes (involved in the induction of behavior) are complex and interrelated but in broad terms they may be characterized as,
>
> a. Creating a particular cognitive structure.
> b. Creating a particular motivational structure.
> c. *Creating a particular behavioral action structure*. (Italics added)
>
> (1949:255)

This is supported by Birch and Veroff (1966:6). They suggest that within an action situation there must be a means to action available for behavior to occur. People cannot be motivated to do what is behaviorally unavailable. The availability of a course of action is influenced by the individual's previous history with that general category of action and by the circumstances of the action situation. If the desired action is not part of the individual's behavioral repertoire or the situation does not have the possibility for the desired action, it will not occur.

Wiebe (1951:681) uses the term "mechanism" to describe the social structures which act to consummate a motivation. Without a mechanism to consummate a motivation, it is unlikely that efforts by a change agent will be effective.

Wiebe (1951:679) analysed a number of social action campaigns in the context of a marketing model. His observations have great relevance to the problem in persuading the public to adopt the physical activity innovation. He notes the failure of a mass media campaign to create social action about political morality. This failure centred around the absence of a compatible social mechanism through which citizens might act. The failure of a mass media campaign to combat juvenile delinquency was due to a lack of an adequate action mechanism. The partial failure of a mass media campaign to recruit Civil Defense workers centred around the inadequacy of the mechanism to meet the offers of assistance generated by the campaign. In short, all three of these examples were cases where the mass media were used with skill and effect but where the response to the effect created was inappropriate or inadequate.

Wiebe cited the example of the hugely successful World War II Savings Bond drives conducted by the Columbia Broadcasting System radio network in the U.S.A. These featured the entertainer Kate Smith. Wiebe states:

> All the elements of good merchandising were in order... The force of the motivation appears to have been strong (patriotism and personal involvement in the war effort).[7]
>
> 1. The social mechanism was made explicit. (Go to your phone, call a number and buy a bond.)
> 2. The mechanism was compatible with the motivation. (A mass phone-in with patriotic--emotional overtones.)
> 3. The distance, physical and psychological, was reduced for maximum convenience. (...as near as your phone).
> 4. Inhibiting and countervaling forces were minimized.

The essential element in each of these examples was the adequacy of appropriate mechanisms by which to consummate the motivation created.

C. Social Marketing

A re-occurrent theme of the various fitness promoting agencies has been that marketing methods be used to further the adoption of regular physical activity. The belief in the existence of potent ploys and stratagems that somehow will make people perform in the desired way represents a kind of wish fulfillment fantasy on the part of fitness and lifestyle promoters. This kind of thinking has resulted from such writings as Vance Pickard's *The Hidden Persuaders* (1957) and more recently Wilson Key's controversial book *Subliminal Seduction* (1974). Both of these suggest that the public are subject to manipulation; that if the "right" message is delivered through the appropriate channel, the individual will respond almost in a reflex manner. Key describes significant galvanic skin responses to advertisements containing subliminal illustrations of the word "sex" or of phallus-like shadows in an otherwise innocuous picture. He fails, however, to show how these responses are translated into purchasing behavior which would appear to be a crucial factor in the so-called control of behavior.

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[7] For the convenience of the reader, the author has paraphrased the factor operating in each of these campaign elements. These appear in parentheses following Wiebe's statements.

There is substantial evidence to show that the attitudes and beliefs that underlie behavior are relatively constant. Schein (1971:157) described the physical intimidation and degradation of Korean War prisoners under the Chinese Communists. This was part of a "brain-washing" process designed to win them to the communist ideology. It is notable that most of these men returned to a normal political orientation, for men of their age, after they had been rehabilitated to their home-land. Thus as long as control of the individual was total, a near total compliance occurred. When controls were removed, the individual gradually returned to his own expression.

Lazerfeldt and Merton (1949:459) took exception to the idea that people's minds could be controlled by the mass media. They stated that for propaganda to be effective the communication channels must be monopolized by the propagandist. Alternatively, there must be a complete absence of counter propaganda--a condition rarely obtained in a free society. In this respect, it is worthy of note that cigarette manufacturers in the United States of America have all but abandoned television advertising. The "equal time" requirement of the United States Supreme Court forcing them to pay for advertising time for the other side of the smoking discussion, broke their monopoly of the communication channels and in the face of counter propaganda their advertising lost much of its effect.

One final point will be made about the reputed power of marketing to control the public's buying habits. Kotler (1972:466), reviewing the matter of the failure of new products being introduced to the market, cites a number of reports which indicate varying failure rates. These range from Booz, Allan and Hamilton's (1965:9) study which indicates a failure rate of 33 per cent to Lippincott and Margulies[8] who place new product failures at 89 per cent. Kotler comments:

> All studies concur that a significant and probably substantial percentage of new products fail.
> (1972:466)

This bespeaks a discipline that is less than sure of its effects--far from the potent tool cherished by fitness and lifestyle promoters who would turn a nation of watchers into a nation of doers.

If marketing methods are so unsure, why then the great reliance placed upon them by such diverse enterprises as the sale of disposable diapers and the marketing of imported scotch whiskey? The reason is that a properly designed marketing plan produces desirable results. But these results do not happen through the manipulation of the public which is the concept that apparently underlies the invoking of "marketing methods" by fitness campaign operators. The marketing of intangible or behavioral products has come under discussion by marketers since 1969 when Kotler and Levy (1969:10) described a variety of unlikely agencies that were utilizing marketing methods to further their particular causes. Kotler and Levy described organizations such as the Chicago Y.M.C.A., the New York Metropolitan Museum of Art, the Rightist Junta which seized power in Greece during the early 1960's. None of these had tangible products for sale and yet each one had a product and markets to which it was being offered. The idea of marketing as a means of furthering a cause has grown since Kotler and Levy's writings of 1969. It has evolved into a concept of *Social Marketing* which was advanced by Kotler with Zaltman (1971:3). Their definition was much wider than merely trying to create buyers of a product through a psychologically oriented influence process. Social Marketing was defined by them as follows:

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[8] Lippincotte and Margulies are quoted by Schorr in the Wall Street Journal, 5 April 1961.

> Social Marketing is the design, implementation and control of programmes calculated to influence the acceptability of social ideas and involving considerations of product planning, pricing, communication, distribution, and marketing research. (1971:5)

In summary, it is the use of marketing skills to help translate social action efforts into programmes that produce the desired audience response through careful planning and communication.

A noteworthy application of Social Marketing was reported by El-Ansary and Kramer (1973:1ff). This dealt with a family planning programme in the State of Louisiana, U.S.A. The programme has made an extensive use of the concepts of Social Marketing and has been generally accorded as a success. So much so, that it has developed an international marketing arm to deal with the world-wide demand for information and technical aid. The Louisiana experience has some valuable lessons in this new application of marketing.

Before examining this concept and its application to the promotion of physical fitness, it is appropriate to consider the essential comparability of the issues of birth control and physical fitness. Some striking parallels exist. For example, Berelson summarizes the obstacles to the dissemination of birth control. The author has excerpted Berelson's summary and substituted the term *physical fitness* in place of the term birth control. It then provides a quite accurate picture of the state of physical fitness in Canada during the period of these four cases, viz., obstacles to (physical fitness):

> Ignorance of (fitness) methodology, purposes and consequences; inertia and apathy, general and specific; resistance to change; costs, both to the society and the individual; ineffectiveness of the methodology (in retaining adoptors), lack of trained personnel for action programmes; few models of ideal (fitness) behavior; lack of an adequate delivery system; remote rewards for successful action; lack

> of social support due to the nature of the activity.
> (1964:94)

While the parallel between the situation of physical fitness and birth control is not perfect, it is compelling. As such it provides a useful example of how marketing methods can be applied.

The Marketing Concept

The marketing concept as described by El-Ansary and Kramer (1973:2) includes four subsidiary concepts:

1. *An orientation to the consumer*. They suggest that social marketing begins and ends with the needs of the consumer as opposed to the goals and objectives of the organization.
2. *Marketing as a social process involving many participants*. It includes many of the features of Rogers' innovation diffusion process. (cf p.17).
3. It requires *an integrated effort*. Marketing is a broader concept than mere selling. It includes marketing research, product conception, promotion, pricing and distribution efforts.
4. It is concerned with a *profitable operation*. Marketing campaign efforts without this criterion can produce results at huge costs which obviate the reasons for invoking marketing methods in the first place. The sub-sections that follow are an expansion of each of these ideas.

Consumer Orientation

A consumer orientation starts by defining who the potential consumer of the product might be and what specific needs they have that will be met by the product. This information allows campaign operators to accurately target their efforts so as to design acceptable products and ways of comunicating about them. In this way the market dictates what form the product will take and by what means it will be made available. Marketing with a consumer orientation conceptualizes its public as *customers*. Within this concept it becomes concerned with providing services as well as delivering the product. (El-Ansary and Kramer, 1973:2).

A consumer orientation is the beginning of market segmentation which Kotler (1972:166) describes as starting not with product possibilities but with customer needs. The concept of market segmentation is concerned with how a large undifferentiated market may be sub-divided into more homogeneous sub-markets or segments which allows the marketer to create products and delivery systems that are especially designed with the unique needs of a particular segment in mind. As an example Coca-Cola once offered but one product in an eight ounce bottle. (Kotler 1972:182). "The pause that refreshes". It is an aspect of market segmentation that it is now offered in six different sizes and containers along with differentiated advertising: "Coke has life", competing with beer for the young adult market. "Drinking Rum and Coca-Cola" for the more affluent middle class. Similar examples are seen in the differentiation of automobiles. Chevrolet is no longer one automobile, it is a set of cars matched to distinctly differentiated market segments. (Kotler 1972:184).

These few examples from the field of marketing suggest that a marketing campaign must first of all be concerned with the customer: who he is, where he is and what are his needs. The power of the customer is stated succinctly by Peter Drucker.

> It is the customer who determines what a business is....What a business thinks it produces is not of first importance... What the customer thinks he is buying, what he considers 'value' is decisive--it determines what a business is, what it produces and whether it will prosper.
>
> (1972:89)

Marketing as a Social Process

The process by which a new idea or innovation diffuses through a population has been discussed earlier in this chapter (cf p.21) so will not be discussed here. The point to be made here is the essentially social nature of this aspect of marketing. New ideas pass through a population by way of networks of social interaction. At various points in the innovation-decision process, the individual has need of differing kinds and sources of information. Some of these result from personal interaction. The individual, in order to continue in the innovation-decision process, needs to be able to verify or check the acceptability of the new idea with opinion leaders and peers. This has been described by Rogers (1973:56). He notes not only that people wish to verify the validity of a new idea, but that they most often attempt to do this with persons similar to themselves. Rogers called this the principle of homophily. This underscores the importance of social interaction in the diffusion of an innovation and it illustrates the danger of relying on ill-defined cognitive processes and other "mentalisms" to effect behavior change.

Social Marketing as an Integrated Effort

Social marketing represents a combining or integration of a number of variables so as to achieve the most desirable effect. McCarthy (1968:31) referred to these as the four "p's" of marketing. They are *product*, *promotion*, *price* and *place*. Each of these form part of a "mix" of attributes of a product which influence its acceptance and dissemination through a market.

Product

The definition of the *product* is crucial in the development of a marketing strategy. Many products have failed through an insufficient or too narrow product definition. Two examples cited by Levitt

(1960:45ff) will illustrate. The American railways in the 1960's continued to define themselves as being in the railroad business rather than as movers of goods and people. In reality they were in the transportation industry. As a result of their too narrow definition, they lost heavily to the more flexible trucking and air-line businesses.

During the 1950's the motion picture industry suffered badly from the in-roads of television until the movie magnets re-discovered that they were in the entertainment business. Xerox Corporation defines their businesses as information processing; International Business Machines defines itself as a problem-solving agency. In short, the generic definition of a product allows the marketer to serve their market more effectively because they are attuned to the needs of the consumer (Kotler, 1972b:47). El-Ansary and Kramer (1973:5) in a discussion of the generic definition of the family planning product, described how the organizers in Louisiana adopted a generic definition of their product which became *human services* rather than just birth control. Human services put them into family planning, child care, vocational training programmes for parents and certain gynacological aspects of health care. They were, in effect, offering a "bundle" of services which grew out of needs first expressed as a need for contraception.

Promotion

Promotion deals with the various methods used by the marketer to advance a particular cause or commodity. This includes the communication-persuasion strategy and tactics that will make the product familiar, acceptable, even popular, in the market-place. Promotion includes four activities which utilize various public involvement and communication techniques.

Sales Promotion

Davis (1966:708) describes sales promotion as all the marketing actions that supplement advertising and personal selling which are conducted within a limited time-frame and seek to induce a buying action. Kotler (1972:654) lists twenty-two promotional methods of which eight can be applied directly to the consumer. Webster (1971:565) describes five promotional methods some of which subsume 'Kotler. Sales promotion usually involves some form of adjustment in price that is advantageous to the customer. Two examples are: a "cents-off" coupon for a breakfast cereal or a half-price admission pass to a swimming pool.

Publicity

Publicity is a unique form of marketing

communication that is conveyed by the mass media as part of their editorial content. Unlike advertising, it is not paid for. (Webster, 1971:631). Kotler (1972:49) describes the distinctive qualities of publicity. It has a *high veracity* in that it carries with it the credibility of the news organ by which it appears. It has the quality of news so it receives better attention than advertising which is usually of lower credibility due to its open intention to persuade. Publicity usually has a dramatic aspect that catches the eye of the reader. The very fact that it is approved by an editorial staff is assurance of this since the essence of publicity is its unique news-worthiness.

Personal Selling

Personal selling, as described by most marketing texts involves face-to-face contact between a sales person and a potential customer. In most personal selling situations there is a high profitability in the product which provides the incentive for the sales person. (Kotler, 1972:728ff), (Webster, 1971:176). The profitability factor in social cause marketing is low so it would be expected that personal selling would be a minor part of the promotional mix. While this is generally true, some significant exceptions exist. Rogers (1973:196) reports that the mass vasectomy campaigns in the Ernaknlam district of India were made successful through the use of personal selling by vasectomy adoptors. This included cash incentives both for the salesman and the client. El Ansary and Kramer (1973:5) indicated that personal selling was an important feature of the Louisiana family planning project. Again, use was made of non-professional adoptors to "sell" the concept. In this regard, it is of note that Y.M.C.A.'s and other participation type agencies make wide use of guest passes to initiate sales of membership privileges by their regular members who act as salesmen. In this case incentives are often given to the volunteer sales-force.

Advertising

Advertising is any paid form of non-personal presentation and promotion of a product that is done by an identified sponsor. (Kotler, 1971:7). Its advantage lies in the complete control the advertiser has of both content, style and message channel. (Levy, 1970:420). Its obvious disadvantage for social marketing is its relatively high cost.

Kotler and Zaltman (1971:5), note an

unfortunate tendency of social campaigners to assign the primary communication role to advertising which is often mistaken for the total marketing process.[9] They state that a given marketing objective requires a coordination of the promotional mix with the product and distribution mixes of any level of success is to be had.

Price

In most marketing situations price is defined as the cost in money required to obtain the product. When integrated into a social marketing campaign which may require no real financial outlay on the part of the consumer, the importance of price may be forgotten. Kotler and Zaltman (1971:9) list a number of factors which can be incorporated in the concept of price. These include *opportunity costs*: "If I do this, I miss that"; *energy costs*: "After a long day's work, I'm too tired..."; *psychic costs*: "I'll look silly in a jogging suit".

The assumption of the marketing man in pricing the social product is that the consumer performs a cost-benefit analysis when considering the expenditure of time, money or energy on an issue. Therefore the approach to selling a social product must be to consider how the rewards for buying the product can be increased relative to the costs.

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[9] This is a strategic error of Particip*action* Canada in its almost exclusive use of the electronic media to promote regular physical activity (cf p.334).

Place

Within the concept of place are subsumed the ideas of distribution of the product and its overall availability. A product which is the focus of a wide-ranging promotional campaign but which remains largely unavailable will not reach its target market. Kotler and Zaltman state the situation aptly:

> Saturation campaigns unaccompanied by the provision of adequate response channels may result in interest 'overkill'.
>
> (1971:9)

Maloney and Schoenfeldt writing from a social change perspective describe the problem surrounding inadequate response channels:

> We are convinced that many social change programmes have failed for lack of appreciation of the essential relationship between...expectancies of change in the minds of the target population and the *actual availability of channels for...change*. (Italics added)
>
> (1973:193)

In summary, a marketing approach to promoting any idea or commodity must have within it an adequate delivery system.

Marketing Research

One of the ideas fundamental to the marketing approach to social change is that of carefully monitoring the market so as to better understand its characteristics. El-Ansary and Kramer (1973:3) describe the Louisiana programme as having an on-going research plan which was concerned with the effects of marketing system variables upon the overall marketing process. Kotler and Zaltman (1971:10)) suggest the functions of a social marketing research unit. These are collecting information about the marketing environment to include cultural, economic, political, technical and competitive influences so as to stay abreast of various programmes as well as audience characteristics. Research is the key to an informed marketing campaign. Without the awareness created through on-going research, the campaign operators are largely ignorant of the effects they are creating. (Kotler, 1972:302ff).

Profitable Operation

The marketing approach to family planning described by El-Ansary and Kramer (1973:4) included in it a feature common to all commercial marketing enterprises, namely, that of profitability. This was achieved by careful cost control and continuous monitoring of the project through the marketing research unit. It was thus able to conduct a continuous cost-benefit analysis of the costs of operating the project compared to social benefits derived through the spread of the family planning innovation they were trying to market.

In view of the continuously escalating costs of health care in Canada (Lalonde, 1974:27) it would appear that a cost benefit analysis of the operation of the various fitness and lifestyle promotion campaigns would be a desirable inclusion in the so-called marketing programmes presently extant in Canada.

Conclusion

Kotler and Zaltman provide a summary statement for this section:

> The main point is that social marketing requires that careful thought be given to the manner in which manageable, desirable, gratifying and convenient solutions to a perceived need or problem are presented to its potential buyers.
> (1971:10)

D. Social Change Programmes

Strategies of Change

The successful introduction of a behavioral innovation into a social system will result in changes in that system as well as in the individual members. While the changes are observed at the individual level, they result from an interaction of the "micro" processes which involve the individual and the "macro" process which would involve the social system. Thus, while change is expressed through individual behavior, its existence is dependent on system changes as well. (Kelman and Warwick, 1973:13).

Various strategies are proposed for effecting social change. Eyford and Roberts (1976:371) posit a continuum of change strategies ranging from radical to conservative or from preventative to remedial. They suggest that the closer a change is to the core values of an individual, the more radical it is regarded. This continuum places changes in cultural values and personal orientations at the radical end of the continuum. Those requiring remedial action or social adjusting are at the conservative end. Individual lifestyle changes would appear to fall towards the radical end as they involve fundamental issues of personal appearance, activity patterns and living habits. These are hard to effect and most difficult to sustain.

Radical strategies of social change are exemplified by civil rights' movement of the '60's, militant feminism and by some native people's action groups. This strategy is characterized by attempts to crystallize issues and define the "enemy" by confrontation and conflict. They operate through the exercise of power and coercion. Chin and Benne (1969:32) describe a power-coercive perspective as part of three basic change strategies. Its main feature is the mobilization of force to effect change. Warren (1971:22) describes a contest strategy where the change goal is an issue of conflict with an adversary. Each of these examples includes the exercise of power of one group over another. Olmosk (1972:168) in describing seven "pure" strategies of change notes that the chronic problem of the confrontation strategy is the "back-lash" from those forced to act; also, that the military force strategy, which is another aspect of the power position, can never relax because the imposed change will disappear. This is supported by Kelman and

Warwick (1973:34) who point out that behavior based on forced compliance tends to be manifested only in the presence of surveillance by the influencing agent. Since fitness behavior is fundamentally an individual matter, this type of strategy is of limited value in a free society. Its compulsive feature obviates the goal of personal change.

More moderate change strategies (in Eyford's terms) are described in the literature. Rothman (1968:472) describes a social planning strategy which features the use of technical expertise and a rational approach to problem-solving. Its best application comes in delivering goods and services. Its basic method is to gather facts to make rational decisions. The role of an expert planner is central while the involvement of local people in the process, except as information givers, is slight. Other authors describe similar strategies. Powell and Benne (1960:44) describe a rationalistic strategy which is based on the premise, that given all the facts about an issue, the people will act rationally and will change in the rational direction. Crowfoot and Chesler (1974:188) describe a professional-technical perspective of change. They consider society basically sound but with dysfunctional elements that can be corrected with systematic planning, guiding and direction by trained administrators. This perspective centres its attention on change as it occurs in small groups and in organizations rather than throughout a whole society. Its main feature is the creation of rational problem-solving systems involving small collections of individuals.

The prospects of a rationalist change strategy having a significant effect on behavior seems slight considering the success of other similar programmes. The failure of the rational approach to influence family planning practices in India, (Berelson, 1964:94), and the anti-cigarette smoking campaign in the U.S.A. (Stuteville, 1970:39), to name but two examples, is indicative of the prospects for this approach.

This review has discarded both the coercive and the rationalist position in respect to social change for improved physical fitness. At this point, it is timely to briefly consider the social change process itself. Lewin (1951:228) spoke of group change as involving three steps. These were *unfreezing* (of attitudes), *moving* (inducing new behavior) and *refreezing* (fixing the new behavior within the individual's response repertoire). They are essentially group processes which result from the interaction of the individual with other members of the social system. Kelman and Warwick (1973:23) in discussing Lewin's three steps noted that they were not necessarily sequential and that considerable overlap occurred between them. Without entering a detailed discussion of the change process, let it suffice to point out that change occurs at an individual level but results from social factors. It is important to make this point again before proceeding to describe the last group of social change strategies.

The middle of Eyford's and Roberts' continuum is comprised of three strategies which they admit might vary in their respective placings. (Eyford and Roberts 1976:383). Whatever the placings, the strategies represented are characterized by varying shades of involvement by the members of the social system in the change process. This Information - Communication - Education strategy as exemplified by the "Challenge for Change" series of the National Film Board of Canada, had rationalistic qualities but provided for an effective level of interaction between members of the film audience and a social facilitator. Additionally it provided a channel into government where the ideas and opinions generated, with their strong affective components, could be heard. (Roberts, 1977).

The community development strategy as described by Eyford and Roberts (1976:381) involves citizen participation in goal-setting and problem-solving. It implies long-term commitment to the process. The social action/social animation strategy involves groups of citizens in social activity to improve conditions and change existing cultures. The dominant characteristic of each of these change categories is the involvement of the members of the social system on their own behalf to take action to effect change.

Other writers on social change emphasize citizen involvement in the process. Rothman (1968:18) describes *locality development*:

> It pre-supposes that community change may be pursued optimally through broad participation of a wide spectrum of people...in goal determination and action.

Its principle features are democratic procedures, self-help, development of indigenous leadership and educational objectives. Chin and Benne (1969:31) identify a *normative re-educative* approach to change. In it, intelligence is seen as social rather than narrowly individual. Men are guided in their actions by socially communicated meanings, norms and institutions. At the personal level, man is guided by internalized meanings, habits and values. Changes, therefore, are not in the rational area alone, but at the personal level, in habits and values. At the social level, changes occur to normative structures and institutionalized roles and relationships as well as in shared cognitive and perceptual orientations.

Kotler (1973:186) writing on the elements of social action, defines a *re-educative strategy*. This attempts to induce new behavior in the target group by changing beliefs and values. The means to this would be through information and re-education to make the change issue more salient and cogent to the target group. Thayer (1968:225) notes that behavior can be influenced by altering beliefs, values and orientations of a target group about an issue. The process is described by the Gestaltists as perceptual re-organization. (Hill, 1971:97). This method is more applicable to persuading changes in attitudes or in the way an individual views a problem or social object. Since one of the central issues in the physical fitness question is that of attitude, this strategy is not without appeal.

Warren (1971:7), writing on types of purposive social change discusses a community's response to issues. *Consensus* is said to exist when there is a basic agreement, or a *likelihood* of a basic agreement about the issue. An *issue difference occurs* when the proposal for change becomes an issue itself or when the substance of the issue *is* an issue. *Issue dissensus* exists when key figures refuse to recognize the issue or when the proposal for change is blocked.

Warren describes a saliency-latency dimension of community issues. An issue may be seen to exist but the involved parties may be pre-disposed to keep it secondary to other more timely issues. "They have a preference in the matter but consider the whole matter less important than other things in which they are involved" (1971:1). This dimension has a particular relevance at a personal level in the matter of physical fitness and general health for certainly the question of salience enters most individual decisions.

On the basis of studies reported earlier in this review, it is possible to describe the situation surrounding physical fitness using Warren's terms. Fitness has a low salience, and some issue dissensus about it exists. A typical position is that fitness is important but not as important as other issues. (Burgess, 1973:123). This is an aspect of the saliency-latency dimension. An issue dissensus also exists in that many people refuse to acknowledge that there is an issue.

Warren describes a campaign strategy of social change which applies when there is a lack of agreement that there is an issue. It would also apply when a change programme is in a *minority position* and is trying to effect changes that are not generally valued or understood. The change programme is based on a premise that a particular condition (or lack of it) is important. It has value-interest saliency but must be raised on the saliency-latency scale of more people. The change programme must be in a persuasion mode. Warren describes this:

> ...this persuasive effort may involve mass media, 'educational' campaigns, letters, testimonials, endorsement by prestige figures, organization of ad hoc groups to direct attention to the issue...activation of existing groups, individual persuasion...and the like.
>
> (Warren 1971:19)

The campaign strategy is directed at achieving agreement with an idea in the face of differing opinions. This is done by winning converts through persuasion. Warren further notes that campaign strategies are to accomplish consensus when the chief obstacle is apathy. "Out of apathy (it) attempts to create interest."

This discussion cannot be closed without reference to the ethics of these kinds of persuasive efforts. Geoffry Vickers states the position succinctly:

> ...The men and women in England who abolished slavery created the educational system or gave women the vote were not acting on hypotheses of what the (people) wanted. They were afire with the faith in what the people ought to want and in the end they persuaded their lethargic compatriots to give them enough support to warrant change.
>
> (1963:390)

Community Action

Community action to produce social change is treated extensively in the literature. The authors, with some variation, describe it as a process in which the action occurs in overlapping stages or phases. Most of the action sequences they describe are of relatively short duration, being of periods up to three years. One of the earlier conceptions of community action as a sequence of stages was put forward by Fuller and Myers (1941:320). They describe the life cycle of a social problem from the early stages of growing awareness to the ultimate conclusion in a social reform of some kind. They state that social problems do not arise full blown, evoking adequate policies for their solution. A social problem must be defined as a problem by members of a social system before it will evoke any action. This has been supported by Warren's concept of consensus-dissensus in community response to issues (1971:18). The Fuller and Myers (1941:322) first life cycle stage is an awareness of the problem. They state that each problem is an objective condition which may be interpreted as a problem. If no problem is seen to exist, in practical terms, there is no problem. The subjective definition of the problem on a value dimension ultimately becomes the force which impells action. People must *feel*. The source of the problem can be felt needs, dissatisfaction or dysfunctions existent within the community.

Warren's first stage of community action is implicit in most other models. This is the state of the community - the systemic environment before the change programme was initiated. These conditions include existing action patterns and the previous experience of the community in solving problems. It is related to the existence of well developed horizontal channels of action. (Warren, 1963:267).

Initiating

All of the authors reviewed, identified an initiation phase in which the community action programme germinates and grows. Thelin (1954:88) describes a movement starting with an individual who becomes aroused. Kaufman (1959:11) describes *Rise of Interest* arising out of a growing awareness of a need and a spreading of consciousness. Hoffer (1958:43), writing from a rural sociology perspective, outlines an *Initiation of Action* which results from a felt need or crisis. He reported that off-times proposals for action were made by relative newcomers to the community. This is in line with Rogers' description of the cosmopolite as an innovator. Hoffer points out that initiation of action by agents from outside the community is likely to be unsuccessful even though it is a common practice particularly in the area of public health (sic). Watson (1973:117) reported the success of the agricultural agents of the last century. In the introduction of farming innovations they took pains to see that the innovation to be introduced had a respectable local base. The main problem of introducing social change is to secure enough local initiative and participation so the enterprise will not be vulnerable as a foreign importation. Holland et al. (1957:149) developed a concept of a community action which grew out of the community health movement in the United States of America during the late 1940's and 1950's. Their initiation stage arose from an enlightened self-interest on the part of the community persons involved. They called this stage the *Convergence of Interest*.

> There must be individuals with a personal interest...who must believe that the project will serve goals they regard as important.

In summary, the initiation stage of community action is contingent on the rise of interest about a problem that is locally defined as important. Successful solutions to the problem are those seen as locally developed but which may result from enlightened self-interest or out of the experience of a relative newcomer.

Developing

Warren (1963:315) discussed the inception of an action system as his second stage of community action.

He pointed out that action can be initiated from within or without the community. (e.g.) An outside change agent could be the initiator. Usually the change agent works through a local group or clique. The group task is to define what they hope to accomplish through the initiation of the action system. Holland calls this the *Establishment of an Initiating Set*.

This is the development of a set of relationships around the concern. From this grows a common frame of reference from which the community action flows. Holland points out that an effective initiating set must include those with a right to initiate and those with an obligation to respond. Out of this common frame of reference should grow a charter or definition of their plan.

Bruyn (1963:55) describing a community self-study project, identifies this phase as the Organizational Stage. He sets forth a detailed list of officers and committees for the organization. These have specific functions and tasks to perform. He is quite direct in suggesting that a new organization be created to complete this task.

Warren's (1963:321) third stage, *The Expansion of the Action System*, is somewhat analagous to Bruyn's Organizational Stage. He points out that the achievement of the purpose of the action is contingent on the expansion of the action system to the community at large. Without this expansion, the action is not of the community but of the action system itself. This position is reflective of a Community Development approach in which the process of goal attainment is subsidiary to the development of the capability to function effectively as a community action system. In Homans' (1950:110) terms these are task functions as opposed to maintenance functions.

Mobilizing Community Resources

Mobilization of community resources and obtaining support from key leaders is a feature of the middle stages of most of the action models reviewed here. This stage is variously called Organization of Sponsorship and Gaining Participation (Kaufman, 1959:13); Legitimation and Sponsorship (Holland, 1957:155) and Legitimation of Proposed Action (Hoffer 1958:46). Sehnert (1960:87) describes three periods in a community action sequence which include this mobilizing function. He calls them the Planning Period, Organization Period and the Training Period. Sehnert's model falls more into the social planning strategy described earlier (cf p.52) as it relies heavily on university development officers to carry the action. The essential point that emerges from each of the other models is that the community must become directly involved in the planning and direction of any action programme. Community action cannot be a kind of therapy administered by an impersonal practitioner. In its most effective form, community action is performed by the community in its own way in response to its own felt needs.

Operations and Maintenance

This phase of community action involves the execution of the action and whatever activities are necessary to keep the action system in operation if required. Once the development and mobilization phases are completed, the community action programme should be set in motion quickly so as to avoid a loss of momentum. Hoffer (1958:49) discusses three modes of action. The community may hire a company or group to carry out the action plan. This is efficient if task implementation is the prime consideration. Where maximum involvement of the community in the project is a goal, this option is self-defeating. Hoffer suggests that the action may be assigned to a community group such as a service club. This has the advantage of the local tie but may evoke latent rivalries and long standing feuds.

This example of the community health survey Miller (1953) is cited by Hoffer as being effective in creating horizontal patterns of development. If the action programme is terminal after a specific goal is achieved, there are grounds for arguing in favour of task efficiency. If the organization is likely to have other tasks or on-going tasks, Hoffer's third option seems the best.[10]

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[10] In the instances of a community fitness organization, the problem of group maintenance would seem to demand emphasis on the development of horizontal patterns. (Warren, 1973:270).

Holland et al. (1957:159) anticipated Hoffer in their discussion of the final two phases of community action. The establishment of the execution set is rooted in the sub-soil of community interaction. They speak of the channels of reciprocal rights and obligations which exist in a community; that involvement in the execution set is based on acceptance of the charter which is a set of goals and an action plan. This whole concept is much in the spirit of Holland, Tiedke and Miller (1958:43). The community involvement aspect of this action mode is tied to the access to community resources such as personnel, economic goods, technical skills and, most important, the goodwill of the community. Warren (1973:319) called this stage *Task Accomplishment*. In his terms, this included the operations or programme developed from the earlier rise in interest. In many cases he suggests this is the focus of the community action programme. Following this, the action system may have various fates depending on the nature of the action programme. For example, if the action is directed at raising funds for a capital project or for a community clean-up campaign, the action system will dissolve once the goal is achieved. On the other hand, the system may undergo transformation into a more structured (and enduring) organization if it is to continue on in another role, say, providing on-going education or acting as a custodian of a capital work. Kaufman

(1959:63) notes that this *Transformation Stage* may be accompanied with an evaluation process and a feed-back cycle built into the organization to respond to changing circumstances.

A number of the community action studies report that the program declined and was discontinued. Bruyn (1963:86) noted this in three of his examples and concluded that the lack of continuation was due in part to a structural failure. The community organizations maintained their link with the larger society through the university consultant. As he gradually withdrew, the support he supplied was withdrawn also. This breakdown is understood in Warren's terms (1973:319): The vertical integration of these social systems was poorly developed. They had very little outside contact or resources with which to deal with their problems. Their horizontal integration was able to sustain their organization for up to four years but without a flow of information, programme models and encouragement, they were destined to disintegrate.

Having reviewed the literature on social change as it pertains to community activation campaigns, the research methods and procedures used to conduct this study will be discussed in the chapter that follows.

III. Research Methods

In this study four community activation campaigns directed at improving physical fitness and/or nutrition were examined.

In order to describe these it was necessary to understand how they originated, their structure and their strategies. This information was collected through case studies on each of the four agencies that operated in Western Canada from May, 1973 to June, 1977. From these case studies and related social change literature, a community action programme type was constructed, and from this recommendations and guidelines for future actions were developed.

It is appropriate at this point to turn to the methodology literature as a source of justification for the approach to this study. Simon (1969:52 and 276) discussed the problems of descriptive research. He noted that description is usually the first method undertaken when very little is known about a subject. Descriptive research starts with concepts borrowed from other fields of study and using ordinary language attempts to develop and possibly to formulate hypotheses based upon them.

A. The Case Study Method

The case study has been a basic method in social research. It has been regarded as a primitive method with little rigour. Bain (1929:156) was critical of life histories and diaries which are documentary sources of case studies. His criticism was that these records did not provide impersonal, universal, non-ethical, non-practical, repetitive aspects of phenomena. Later in 1949, he softened his objection as noted by Young.

> During the past quarter century case study techniques have shown a steady trend toward formalization; that is case studies tend to be conducted so that data can be quantified, processed and analysed statistically. Pre-thought schedules of questions (structured interviews) are often used; even the answers to open-ended questions are analysed and classified into significant categories.
> (Young, 1956:237)

A review of more recent literature on the Case Study Method reveals the following observations:

> Where there is little experience to serve as a guide, the extensive study of selected examples is a fruitful method for stimulating insights and suggesting hypotheses for research.
> (Sellitz et al. (1959:59)

> The Case Study is an essential aspect of inquiry and is preliminary to the formulation of types and generalizations. The Case Study is a way of ordering data (so as to) preserve its unitary character. It...selects and treats some socially defined object or act as a whole.
> (Doby, 1967:241)

> The Case Study represents a comprehensive description and explanation of the many components of a given social situation.... Most research attempts to limit the number of variables considered. A Case Study seeks to maximize them [so

> as to form a most detailed comprehensive picture of the subject]. (Paraphrased by author).
> (Babbie, 1973:37)

Sellitz et al (1959:60) described the Case Study as the "intensive study of selected instances of the phenomenon". They described three features of this kind of research.

5. *The attitude* of the researcher which is of alert receptivity; of seeking rather than testing; being guided by features of the object he is studying. The inquiry is constantly in the process of re-formulation and re-direction as new information is obtained.
6. The *intensity* of the study is such as to obtain sufficient information to characterize and explain both the unique features of the case and those in common with other cases.
7. *An integrative approach* which draws together many diverse bits of information into a unified interpretation and ultimately generating new concepts.

It was within these general guidelines that this study was conducted.

The objective in studying the four cases was to form a unified single concept of what an ideal community activation campaign should be. This concept was essentially a construction based on the empirical examples of the four cases. A description of the methodology used in developing the Constructed Type follows.

B. The Development of a Constructed Type

The development of a Constructed Type of the community action programme was the objective of this study. The purpose of this Constructed Type was to provide some normative guides for future efforts in the area of fitness and lifestyle promotions. A starting assumption was that no explicit theoretical base existed for the four programmes; that their operations at that time relied on a common sense empiricism which had not been subjected to analysis and evaluation. One of the goals of this study was to examine the underlying theory. On this basis it was possible to construct a programme type that has a sound theoretical underpinning and which also rested on an adequate empirical experience.

A number of authors have written on type construction. (Weber 1949:43 and 1950:93; McKinney, 1954:139; Marx 1963:169) Weber developed "ideal types" to study capitalism and protestantism. His method has been applied to many social phenomena. It involves exaggerating certain salient features and accentuating others so as to produce a one-sided accentuation of reality. By magnifying certain crucial or unique features, he was able to set them off from those with which they were contrasted. The Ideal Type as Weber described it had to meet two basic criteria in order to be a valid expression.

a. It had to be "objectively possible", i.e., it could not be fantasy or a figment of the imagination, and
b. It had to be "nomologically adequate", based

> on well accepted scientific principles.
> (1949:43)

Becker (1940:93) coined the term "Constructed Type" in preference to Weber's term "Ideal Type" or "Pure Type" which he felt were frequently misunderstood and so mis-used. Later he described the Constructed Type as a tool with which a better understanding of a social phenomena could be had. He likened the Constructed Type to:

> The sort of image...that a judge of [livestock] carries around in his head as an objective system of scoring... He has never seen a "Pure Type" but has seen numerous close empirical approximations of his constructed types. In fact, he has built up these [constructions] on the basis of numerous observations.
> (Becker, 1950:108)

McKinney (1954:139) has written a definitive chapter on the use and development of the Constructed Type. He noted that the type may never occur in reality since it was a devised system of characteristics. The elements of the Constructed Type "have discoverable empirical referents" or they can be inferred from existing evidence. De Groot (cf p.8) has already been quoted in this regard. The main purpose of the Constructed Type is to furnish a means by which concrete occurrences can be compared and measured. In short, the Constructed Type is a purposive, planned selection, abstraction, combination and accentuation of a set of criteria that have empirical referents and that serve as a basis for comparison of empirical cases.

C. Data Categories and Sources

On the basis of the assumptions about the nature of the four physical fitness motivational campaigns certain major categories of data were collected. (Sometimes not available.)

a. *The historical background of the campaign sponsoring agency*. This included the sources of the decision to proceed, the dynamics and the individuals involved in the decision process, and the degree of commitment or priority assignment accorded the Change Project by the originators.

b. *The operational structure of the campaign sponsoring agency and its projects*. This included the organization of the agency; its relations with: the originating body(ies), its staff, allied agencies and the public.

c. *The nature of the campaign and other interventions*. This included a description of the target audience, the change strategy, the methodology of the various phases of the programme, the duration of the change programme and the resources utilized.

d. *Apparent outcomes of the project*. Perceived changes in the target community at the individual level or at the community development level.

e. *Promotion and information documents*: developed by the change agency or its particular project, news stories from various daily and weekly newspapers, project proposals and reports.

Documents

Various documents were obtained from the four organizations. These provided basic information about the organization and were often a source of verification of data obtained through interviews. They appear as Appendices(cf p.488) The documents collected fell into five categories:

1. *Interpretive materials*: These were usually originated by the agency operating the campaign or in some cases were produced as part of the campaign itself. They dealt with specific issues of health, fitness, nutrition and/or the agency originating the campaign.
2. *Official documents* of the organization or the campaign. These were comprised of project proposals, interim and final reports, constitution and by-laws and minutes of meetings.
3. *Internal documents* including memoranda, letters, written notes and comments, evaluative reports.
4. *Theses*, scholarly studies about the operation of the various campaigns or about the organizations that operated the campaigns.
5. *Newspaper and magazine* stories and articles about the campaign and the campaign issues.

Interviews

Interviews were conducted with various persons associated with the agency operating the campaign or with persons who were involved in the campaign either at an administrative or an organizational level. Some participants in the campaign activities were also interviewed. Interview subjects were selected on the basis of their own particular involvement in the organization or in the campaign. Subjects for interviews were selected from six categories[11] which were identified on the basis of likelihood to possess certain kinds of information.

1. *The Originators*: These were the individuals who first identified the need for the campaign sponsoring agency in their particular province or region. They either persuaded persons in power to create it or they created it out of their own influence and power.
2. *The Conceptualizers*: These were the persons who developed the working concept of the campaign sponsoring agency as part of or after the initial decision to proceed with it had been taken.
3. *Agency Programme Organizers*: This group comprised those responsible for selecting and implementing the programme strategy. They were concerned with the promotion of the agency as well as the promotion and operation of the campaign.
4. *Programme Operators*: These were the individuals who worked at the local level to plan and execute the campaign. Specific examples were the campaign agency field staff, the local action group members and key

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[11] The reader should understand that some overlap occurred between the various categories. They were not mutually exclusive. This was particularly so with Originator -- Conceptualizer and the Programme Operator -- Programme Participant categories, but it is true of a number of others as well.

local figures who became involved in operating as facilitating parts of the campaign.

5. *Knowledgeable Observers*: This group was comprised of locally based individuals who had a professional interest in the outcome of the campaign but who had no direct involvement in its planning and operation. Their role in the community gave them a strategic position from which to comment upon effects of the campaign as they saw them. Some specific examples were: medical personnel, District Home Economist, professional recreation staff, physical educators, school principals and news media staff.
6. *Campaign Participants*: These were individuals who became directly involved in the various campaign activities as participants.

D. Instrumentation

Verbal narrative data was collected through the use of a focused interview. This method of data collection was selected over a written questionnaire because of its greater flexibility in eliciting responses. It was necessary to have flexibility while at the same time preserving direction and underlying structure. White, writing on the effectiveness of interviews to elicit data stated:

> Any attempt to study other people must rely heavily on interviews. There can be no adequate substitute for the obvious procedure of asking the subject. (1953:93)

Due to the wide range of subjects and the great variation of their experiences with the four campaigns, it was decided to create one master list of interview questions rather than attempt to design a number of lists which could only be based on pre-conceived ideas of what the particular subjects would know. The use of specific lists of questions for subjects from specific categories would have been confounded if interview subjects occupied several categories as, indeed, a number did.

The interviewer was guided by the list of questions but also by the presentation and apparent knowledgeability of the subject. Those in a position to know more were asked more. However, each interview allowed the individuals many chances to extemporize about their experience and subjects who were judged to have only certain kinds of knowledge were encouraged to speak freely and fully about their experiences. Where a subject opened a discussion area that was unexpected, the interviewer encouraged the discussion if it appeared to produce information useful to the research. When a particular avenue of discussion was found to be unproductive the interview was re-focused. Merton's description of the focused interview situation aptly describes the method by which the interviews were conducted.

> In the focused interview, the interviewer can play (an)...active role; he can introduce more explicit verbal cues to the situation or even re-present it. This ordinarily activates a concrete report by the (subject).
>
> (1956:5)

The list of interview questions appears in Appendix V.

E. Research Procedures

The following is a description of the procedures used to obtain the interviews and documents upon which this study was based.

Initial Contact

The author was fortunate in having colleagues who had been staff members in each of the four campaign sponsoring organizations. Communication with them determined the key persons in each organization with whom to establish contact. A letter from the University of Alberta, Faculty of Physical Education and Recreation (see Appendix VI) was sent to each of these contacts and then followed by a telephone call. The call resulted in a number of other contacts to whom the same letter was sent. In this fashion a list of possible interview subjects was developed. The list was scrutinized by the author and the colleague who had given the original information. The list was then revised or added to on the basis of this discussion. When the field research was started, contact was made with the individuals on the list so as to add to it or to locate persons who had previously not been reached by the author.

Missing Interviews

Travel limitations prevented return visits to the various locales to pick up missed interviews. When a key interview was missed, efforts were made to secure a replacement interview with another individual from a similar datum category. When this was not possible, the missed individual was contacted by letter about the nature of the research, posing a number of key questions about his or her perspective of the campaign and its sponsoring agency. A long distance phone call was then made and the answers were transcribed from the telephone.

Document Collection

Documents were collected during the course of a research visit and in some cases following it. When the existence of a particular document became known to the author, efforts were made to secure and copy it. Document collection was aided greatly by a number of agencies. The Sports and Fitness office, Manitoba Recreation and Tourism granted complete access to its files and duplicating facilities, thus providing a most complete set of documentary data about Project ReNu. Similarly, the Alberta Recreation, Parks and Wildlife gave very full co-operation in supplying documentary information about Particip*action* Medicine Hat and about its dealings with Particip*action* Canada. The author's previous association with the Alberta Region Y.M.C.A. gave easy access to documents concerning SHAPE-UP ALBERTA and its work in Lloydminster.

Interviewing Procedure

In arranging an interview the subjects were asked if they had any objection to the interview being tape-recorded. Very few objections were raised. When this occurred the interview was recorded by notation. On finishing these interviews, the notes were transcribed immediately so as to avoid losing data. All interviews were conducted on a one-to-one basis in the home or office of the subject. The intent was to sustain a natural setting and to facilitate the flow of conversation as directed by the interview questions. Whenever possible, the interviews were tape-recorded on a Transonic #4471, Executive model, cassette recorder. The unit was placed out of sight. A small omni-directional microphone was attached to the edge of nearby furniture so as to be relatively inconspicuous. C120 cassettes, playing 60 minutes per side were used to record the interview. All interviews were kept within a forty-five minute time limit thus avoiding the possibility of lost data by running beyond the recording capacity of the cassette.

Transcribing Interviews

Interviews were transcribed from the cassettes following the field trip. These were copied verbatum in long-hand. All questions were recorded as they were put to the subject. The answers, asides, and clarifying questions were recorded verbatum. Transcripts of these interviews are available from the author through the University of Alberta. Interviews, after they were transcribed, were analysed for the specific content related to the various aspects of the campaigns and the campaign sponsoring agencies. These were then classified and catalogued under the following data categories:

1. Historical background.
2. Administration.
3. Political considerations.
4. Concept of their function.
5. Strategy employed.
6. Programme elements.
7. Use of marketing methods.
8. Theoretical assumptions.
9. Perceived results.
10. Observations about the operations.
11. Public reaction.
12. Criticism.
13. Noteworthy comments.

These data bases and the documentary data provided the information on which the four cases were developed.

F. Field Research

Following the development of the research methods, a pilot study was conducted to try the various methods in a field setting. For the convenience of travel, the nearby town of St. Paul, Alberta, was selected as a site for the pilot study which was conducted in June of 1977. Contact with key persons in the town was made through the SHAPE-UP ALBERTA organization who supplied the initial list of interview prospects and made available its correspondence files and its news clipping files. The SHAPE-UP St. Paul campaign had operated in the Winter of 1975 some thirty months previous to the research. The pilot study was completed by September of 1977 and submitted to the Advisory Committee for comment. Apart from a few stylistic comments it received general approval. On the basis of the pilot study a number of interview questions were revised and the procedure for verifying the interview data was modified. With the inclusion of these small revisions the research methodology was adopted for use in the subsequent four case studies.

Field research was conducted through the Summer of 1977 and completed in the following Summer of 1978. The itinerary of the research was as follows:

Research Itinerary

Pilot Study: St. Paul, Alberta, June, 1977. Edmonton, Alberta, June, 1977.

Field Research: SHAPE-UP ALBERTA, Lloydminster, Alberta, 1-4 July, 1977.

Field Research: Action B.C., Vancouver, Richmond and New Westminster, British Columbia, 25-29 July, 1977.

Field Research: Action Revelstoke, Revelstoke, British Columbia, 2-3 August, 1977.

Field Research: Particip*action* Medicine Hat, Medicine Hat, Alberta, 4-6 August, 1977.

Field Research: ReNu, Winnipeg, Beausejour, Steinbeck, and Gimli, Manitoba, 28 August, 1977 to 2 September, 1977.

Action Nanaimo: Nanaimo, British Columbia, 14-15 September, 1978.

G. Developing the Cases

The development of the four cases proceeded along the guidelines described by McKinney et al (1967:219). Each case was treated as a whole entity. Three cases were described using a narrative account of the action as it developed. The third, Action B.C., was somewhat sequential, but due to the variety of activities, some of which occurred coincidentally, this case was developed as a collection of episodes.

The procedure with each case has been to describe the campaign sponsoring agency and its various actions from its inception to a point where it was terminated or where the description could logically and conveniently be ended. The various actions were described utilizing documentary information and interview accounts. Wherever possible, accounts of a particular action have been verified with some other source of data as an attempt to achieve some level of reliability.

On the basis of the descriptions, the various actions in the four campaigns and campaign sponsoring agencies were analysed using a selection of theory derived from the social change, community development and marketing disciplines.

From this analysis an attempt has been made to identify the attributes of these campaigns and campaign sponsoring agencies and to reduce these attributes or the *absence of attributes* to a type. The purpose of this is to describe the nature of an ideal campaign. What should happen, who should be involved and how this involvement can be directed to long-term goals and be sustained.

H. Bias

The author acknowledges that the process by which the Constructed Type was developed contains a number of sources of bias. It could be no other way. The process of selecting, of high-lighting a set of attributes, automatically introduces bias. Since the Constructed Type is the result of the judgement of one individual it is sure to contain the biases of that individual. All that can be done is to acknowledge that possibility and to securely base the construction process on well established principles and on the empirical reality disclosed by interview and documentary data. This provides reasonable assurance that the Constructed Type will be, in the words of Weber (1949:43), "objectively possible and nomologically adequate".

Other sources of bias arise from the interviewing procedure. According to Webb (1971:1), some bias is inevitable no matter which method of data collection is used. This can be minimized through a number of procedures. He suggests that interviews be supplemented by research methods that would test the same variables but have different methodological weaknesses. The writer has attempted to heed this caution by soliciting documentary materials by which to verify the interview responses as well as to provide details missed through any inadequacies of the interview questions. Simon (1969:89) indicated that a number of observations of a phenomenon are more likely to come close to reality than a single observation. Thus the process of selecting a variety of persons who had been associated with a campaign seemed likely to produce an account that closely approximated what actually occurred. While a researcher is obligated to assume a certain amount of bias in any narrative account of an action, there is nothing to suggest that a systematic effort has been made to misrepresent what actually transpired in the four campaigns. It would appear that whatever bias there was would be somewhat random and representative of individual viewpoints. Simon (1969:92) cites the work of Cochran who showed that multiple accounts of the same phenomenon can produce an accurate picture of it when internal cross-checks are made. The collection of interview data in this research included external checks through the various individuals giving their own account of the campaign action which, when cross-compared and verified with documentary data, gave a similar picture of the action as it transpired. While the picture of the campaigns it created was biased, it was sufficiently clear to provide a description and to identify the various attributes so as to produce a Constructed Type.

Limitations and Delimitations

This study was limited by the following factors:

1. The validity and reliabiity of the data collecting

instruments.

2. The veracity of the responses of subjects of the interview subjects.
3. The procedures used to select the interview sample.
4. The reliability of the interviewing technique.
5. The skill of the researcher in integrating the data collected with the available theory.
6. The exigencies of travel and contact with subjects in the various centres.
7. The willingness of Government officials to grant access to documents pertaining to the subject.

The delimitations of this study were as follows:

1. The subjects of this study were organizations or projects of various provincial governments, the objectives of which were to improve the physical fitness and/or nutrition within certain populations.
2. The time-frame was the period 1973-77.
3. Individual subjects for an interview were males and females who were legally adults during the period of the project in their community.

IV. Case Study One: ReNu

A. A Description of Project ReNu

The Origins

The Renu project grew out of the National Conference on Fitness and Health that was held in Ottawa in December 1972. Among the Manitoba delegates at the conference was Dr. J. Scatliff of the Community Operations Division, Department of Health and Social Development of the Manitoba Government. Following the Conference he met with a number of the Manitoba delegates and other interested persons to consider what actions could be taken immediately to implement some of the Conference's recommendations. A recommendation of particular note was

> ...that Recreation Canada explore the possibility of sponsoring travelling fitness evaluation clinics for areas inaccessible to the regional preventative and fitness centres.
>
> (Government of Canada, 1974:22)

Another recommendation was that:

> marketing methods be used in an attempt to bring about necessary changes in the improvement of the level of fitness and to ensure that the methods are directed at the consumer of product, that is, the public.
>
> (Government of Canada 1974:4)

After discussions with the Manitoba Medical Association and other interested groups, an Interdisciplinary Advisory Committee was assembled under the Chairmanship of Dr. Victor Corrol of the University of Manitoba (The Committee is listed in Appendix I). A sense of urgency prevailed. Corrol described the feelings of the group.

> we felt some of these recommendations are fine but that nothing is going to happen simply because somebody put up some idealistic statements ...we had to do some basic ground work at the grass-roots level.
>
> (Corrol, 1977)

Corrol noted that the initial interest had been in raising the public concern about regular physical activity. At his suggestion nutrition was included in the area of concern. This influenced the naming of the project which combined the concepts of regular physical recreation and sound nutritional practices; "Re" for Recreation and "Nu" for Nutrition--ReNu.

The Concept of ReNu

The ReNu concept centred around the use of a large mobile van which would travel throughout the province. It would provide free diagnostic health screening, nutrition and fitness assessment with counselling, plus an educational programme. It was believed that clients who had been through the ReNu experience would be motivated to take action about their health and fitness. The long-range goal was to improve the general health of Manitobans and thereby reduce the escalating health care costs faced by that government. (Borysyk et al., 1974:1).[12]

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[12] This citation is a compendium of reports, evaluations and planning documents assembled by the ReNu staff and the Department of Health and Social Development. It defies normal practice insofar as page numbering is concerned. When it is cited, page numbers will be used if applicable,

The mobility feature of the programme was in response to Recommendation 11 (cf p.2) of the National Conference and through a belief that the health and fitness concepts needed to be given wide exposure:

> We wanted to expose the concept(s) to the various centres of the province.
>
> (Corrol, 1977)

Purpose and Objectives

ReNu had a shifting and expanding set of objectives. At the start there were three:

> 1. To motivate the public of all ages into achieving physical fitness and optimum nutrition in order to promote health and thereby reduce the risk of illness.
> 2. To develop an awareness in individuals of their own health status and its probability significance for the future.
> 3. To assist individuals in planning a course of improvement in nutrition and physical fitness towards a better quality of life.
>
> (Borysyk et al., 1974:1)

An operational report issued in the Fall of 1973 after the first phase of ReNu had been completed added a statement of purpose and two additional objectives (viz.):

> 4. To provide a continuing on-going "in the field" source of data on the status of Canadians in regards to health, nutrition and physical fitness.
> 5. To develop this design as a future model for possible use as a tool in preventative health care measures.
>
> (Borysyk et al., 1974:47)

The statement of purpose that appeared in the Fall

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[12] (cont'd)otherwise the section or chapter title will be used with the notation "pages unnumbered".

document was as follows:

> Purpose: To promote, enhance and motivate the public towards a better understanding of, and a greater participation in, the benefits of regular physical activity and sound dietary practise leading towards better health and happier living.
> (Borysyk et al., 1974:47)

The addition of a research orientation as seen in objective number 4 is noted. This seems to have been a post-factum addition as the field work of the previous summer had a strong research orientation.

These five objectives were truncated somewhat when ReNu was engaged in operations within the school system in the Winter of 1974 (viz.):

> Objective: To motivate, educate and promote physical and nutritional fitness within the formal education system in Manitoba.

This latter objective was accompanied by a methodological description that included a number of features mentioned earlier (eg):

> ...To introduce...the basic need for physical and nutritional fitness... and, To develop an immediate awareness of fitness in the student population....
> (Borysyk et al., 1974:114)

A research emphasis also appears in this phase of ReNu. The methodology indicated an interest in testing two approaches to teaching fitness and nutrition.

The Development of ReNu

ReNu arose out of a growing concern among Federal and Provincial health professionals about the ever-increasing costs of health care. This concern was captured in the federal publication *A New Perspective on the Health of Canadians*. (Lalonde, 1974:27). While its publication date followed ReNu by almost a year, the concerns it enunciated had been felt long before ReNu, and had resulted in the 1972 Conference on Fitness and Health which was the catalyst that produced ReNu. Thus the climate was favorable for such an initiative.

In Manitoba, the New Democratic Party was in power. Its social democratic policies were strongly inclined to the improvement of social welfare and health programmes. The result was that initiators of ventures such as ReNu had a relatively easy time obtaining support. (Burnett, 1977).

Relationship to Government

ReNu was essentially a creation of civil servants. It operated within the policy guidelines of the initiating departments and apparently fell within existing budgets. (Scatliff, 1977).

Five provincial agencies co-operated in the Renu project. These were:

1. **Department of Health and Social Development:** Equipment and supplies, salaries for senior supervisory staff, communication to regional health units.
2. **Youth Secretariat of Department of Colleges and University Affairs:** Salaries for all summer staff

under S.T.E.P.[13] grants.

3. **Tourism, Recreation and Cultural Affairs:** Consultation on fitness testing, communication to regional recreation consultants, follow-up programming.
4. **Manitoba Health Service Commission:** Technicians for processing blood and urine specimens.
5. **University of Manitoba:** Consultation on medicine, nutrition and physical education.

Supervision was provided by the Department of Health and Social Development. The other departments maintained consultant roles as described above. All equipment and other capital expenditures came from the Community Operations budget of the Department of Health and Social Development. Liaison and coordination of recreational follow-up programmes in physical recreation, fitness and nutrition in each community was to be done through the Department of Tourism, Recreation and Cultural Affairs.

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[13] S.T.E.P. stands for Student Temporary Employment Programme. This was a special financial programme to help students to obtain Summer employment. It was underwritten by the Federal Government of Canada.

TABLE I

Project ReNu Staff

	Position	Background	Employment Arrangements
1	Project Coordinator	MSc in Physical Education	On contract with Health and Social Development
1	Head Nutritionist	BSc in Home Economics	As above
10	Students	3 Medical, 4 Physical Educ.	Summer temporary Employment Programme
		4 Nutrition	Dept. of Colleges
1	Biochemical Technician	Registered Technician	Manitoba Health Service Commission
1	Registered Med. Tech.	Registered Technologist	Manitoba Health Service Commission
1	Consulting Physician	General Practice	Sessional Fee
1	Health Educator	BA	Full-time from Dept. H & S. D.

(Department of Health & Social Development, 1974:2)-
(Borysyk et al., 1974:48).

In addition, Nutrition Canada provided laboratory services for the biochemical testing. (Fletcher, 1973a:3).

In short, ReNu commenced its first operational phase with a patchwork of financial support. It appears to have had very little input from the politicians.

The Advisory Committee

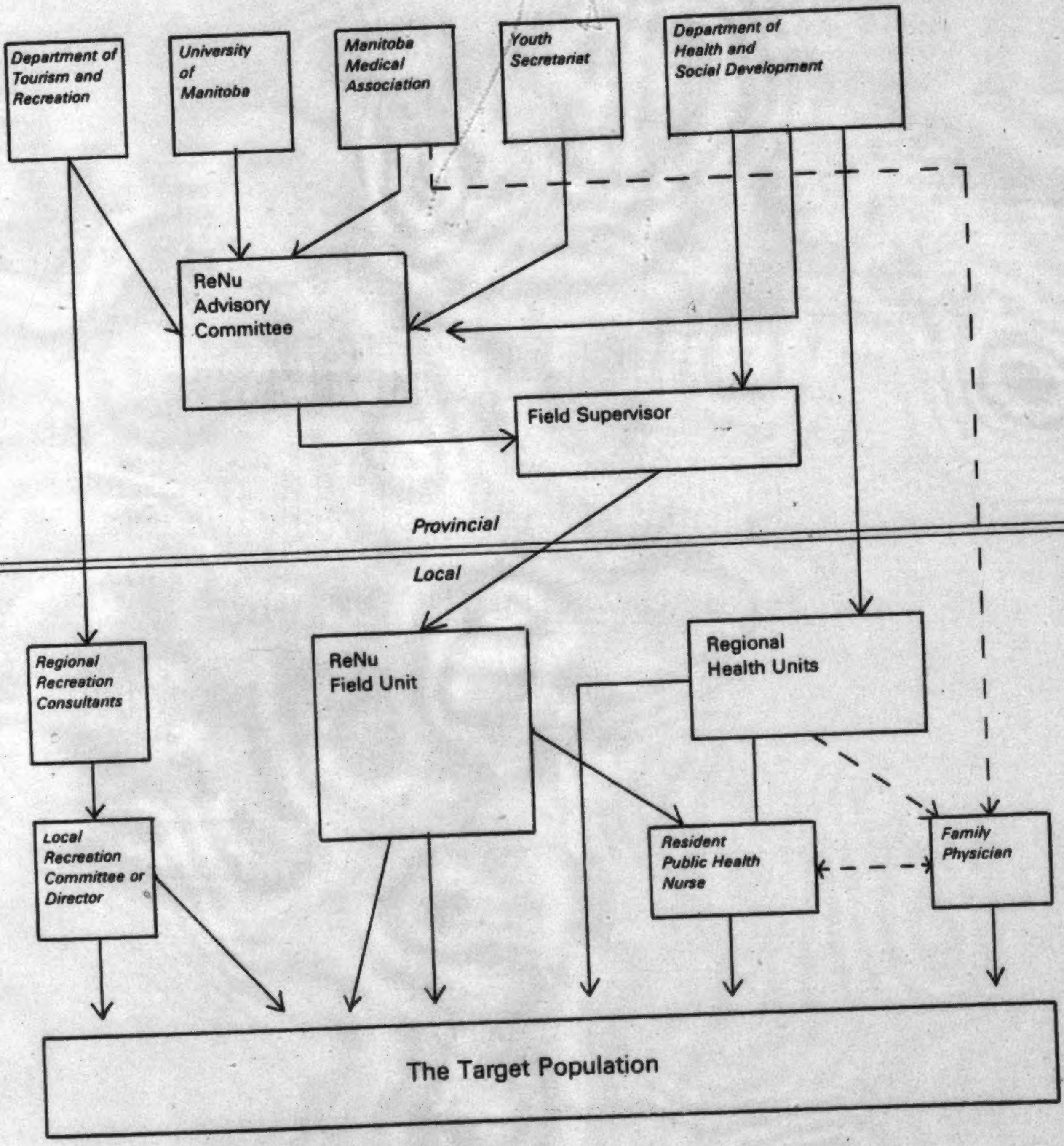
> The Advisory Committee for Renu was an interdisciplinary group comprised of civil servants from the involved government departments and also members of the related disciplines. Its configuration was as follows:
>
> 1. Three University-based physical educators.
> 2. Four medical doctors: cardiologist, 2 orthopedists, a sports medicine specialist.
> 3. Eight civil servants from related departments: Recreation, Health, Agriculture, Youth, Education.
> 4. One nutrition researcher from Federal Government.
>
> (Borysyk et al., 1974:58)

The main task of the Committee was to establish operational procedures for the project. This was particularly important in the areas intubation for cardio-pulmonary resuscitation and in the taking of a medical history by the inexperienced medical students. (Scatliff, 1977), (Borysyk et al., 1974:48). Beyond the establishment of the operational guidelines and the medical protocols, the Committee provided general supervision and an ornamental function.

The Field Staff

The ReNu field staff were recruited from University of Manitoba students in Medicine, Nutrition and Physical Education. The intent being to present a multi-disciplinary approach to the problem of helping people to improve their fitness and nutrition. The individual staff members were fit, bright, young men and women; "beautiful people" was the description given by one civil servant. (Burnett, 1977). They were hired on a short-term summer employment contract. The uniqueness of the project was impressed upon them and since its emphasis fell within the area of their university studies, it had an immediacy and vitality that was powerful. They were described as highly motivated young people. (Scatliff, 1977). The supervisors similarly were highly motivated having just come from graduate school. The initiator of ReNu, Dr. J. Scatliff, was high in his praise of the staff, describing them as a very effective working team. (Scatliff, 1977).

figure 1
The Organization of Project ReNu


Department of Tourism and Recreation
University of Manitoba
Manitoba Medical Association
Youth Secretariat
Department of Health and Social Development
ReNu Advisory Committee
Field Supervisor
Provincial
Local
Regional Recreation Consultants
ReNu Field Unit
Regional Health Units
Local Recreation Committee or Director
Resident Public Health Nurse
Family Physician
The Target Population

A Typical Intervention

Interventions into the subject communities were made through the existing public health units and the Medical Officers of Health. It was intended that promotional activity would be carried out by members of the Health and Social Development field staff for a thirty day period in advance of the ReNu unit arriving in the town. Two weeks prior to the start of the intervention, a team of two ReNu staff workers would enter the town to promote ReNu and secure registrations. This team was to work closely through key local contact persons including the Public Health Nurses, Agricultural representatives, town officials and Recreation personnel. (Government of Manitoba, Department of Health and Social Development, 1974a:3).

During the final week, promotional activity was to be intensified utilizing both the electronic and the print media. Persons wishing to have more information were to be supplied with information kits that contained information about the Clinic, dietary score cards and consent forms for those under eighteen years of age. (Borysyk et al., 1974:3).

On the day the Clinic opened, the trailer arrived in the town. It was parked in a central location where the testing programme was to be carried on. It should be noted that the trailer was not the site of the testing programme. It contained office space for ReNu and educational exhibits. Local facilities were obtained for the testing.

Organization of the Testing

Most of the information contained in this sub-section is drawn from the preliminary planning document included in the 1974 Report and Evaluation of ReNu. (Borysyk et al., 1974:5). Unless otherwise cited, the reader should assume the one source.

The assessment and counselling clinics were organized for a continuous flow operation. Entire families were accommodated together. Each participant went through four areas in a flow-through operation. These were:

1. A waiting and registration area occupied by health education personnel.
2. A medical assessment area staffed by medical students and technologists. In this area, a medical history was taken followed by a physical examination of the heart, lungs and abdomen. Blood pressures were recorded along with height and weight. A resting electro-cardiogram was taken. The technologists took blood and urine specimens for analysis.
3. In the physical fitness assessment area tests of flexibility, strength, muscular endurance, body composition and cardiovascular endurance were administered. Personnel responsible for this

included a physician, a nurse, physical education graduates and students. This was followed by explanation and interpretation of the test results and counselling as to implications for future activity by the client.

4. The fourth area was set aside for nutritional assessment and counselling. A Twenty-Four Hour Dietary Recall was used as the basis for counselling. The area was staffed by nutritionists and home economics students.

Some emphasis must be given to the importance placed on good counselling as part of the ReNu methodology. Borysyk (1977) and Corrol (1977) stated that the whole ReNu process was directed towards talking with people about their fitness and nutrition and its effect on their health. They both reported that the flow-through operation of the Clinic allowed time in each area for questions and discussion. At the end of the Clinic, the client was given a report form which indicated his or her status in each of the non-medical areas. Clients were informed that their blood and urine test results would be forwarded to their physician or to the Local Health Unit. When each Clinic day was finished, the medical technologists prepared the blood serum and urine samples for shipment to the Central Laboratory in Ottawa. It was estimated that one individual could pass through the Clinic in ninety minutes. The Clinic had an operational capacity of nine clients per hour, or a daily capacity of forty in a six and one-half hour clinic day. (Borysyk, et al., 1974:6).

The Intervention Strategy

ReNu's strategy was to utilize the Local Health Unit as a source of legitimation; to rely on the local newspaper to make the first announcement of its visit. The newspaper publicity consisted of a news story based upon a government press release and usually a photograph of a notable local person participating in a fitness test.

They relied somewhat on a novelty factor to attract their clientele. Novelty was enhanced by the colourfully painted ReNu van parked in public view. Additionally, the presence of fourteen ReNu staff members wearing marked "T" shirts created interest and discussion. (Burnett, 1977).

The message of ReNu--"create a new you"--was designed to have a positive impact. It placed the emphasis on creating; on newness, rather than the pains and prohibitions popularly associated with diet and fitness.

ReNu was an exercise in *education through participation*. The medical procedures, the fitness and nutrition counselling, usually on a one-to-one basis, gave the clients a unique opportunity to both obtain information and to talk about themselves to an attractive, patient listener. On completing the ReNu process, the client was given a lapel badge to show they had been through ReNu. The contact with the ReNu Unit was generally satisfying to the client and therefore produced enthusiasm or at least a good report to other locals.(Borysk, 1977).

In summary, the ReNu strategy centred on attracting as many local people to the Unit that could be tested in the time available. Once there, the intent was to provide a quality experience for the clients that would be positively reported by them to their friends and associates. The underlying assumption of ReNu was that the total experience would motivate the clients to take action about the health conditions that ReNu had made salient to them.

B. The ReNu Field Operations

ReNu operated in various configurations during its life history. This study is confined to the operation periods from June, 1973 to September 1975 when the project was under the direction of the Manitoba Department of Health and Social Development. To follow the project into 1976, to its cancellation and its later rebirth will not provide any further enlightenment as to its methodology or its theoretical underpinnings.

The Pilot Project--Summer 1973

Town Selection

Nine centres were selected by the Department of Health and Social Development for an intervention by ReNu. This research was unable to identify the individuals who selected these centres or the criterion that were used. Proximity to Winnipeg was the one criteria mentioned by Dr. Scatliff. Since the attending cardiologist was in private practice in the city, the places selected for ReNu had to be within convenient driving time to allow him to travel back and forth. (Scatliff, 1977).

Apart from this distance criterion, it is not known if there were others such as size, ethnicity, location, etc. When the length of each intervention is compared to the population of the intervention site (Table II) there does not appear to be a logical relationship; for example, why ten days in a village with a population of 1,149 and only five days in a town of 3,508?

TABLE II

ReNu Participation--Summer 1973

Town	Pop.	No.of Clinic Days	Total No.of Clients	Mean Daily Par.	Days of Peak Par.	Period of the Interven.
St. Anne	1149	10	269	27	7th	6-17 June
Steinbeck	5979	9	190	21	2nd	20-29 June
Beausejour	2422	5	91	18	3rd	4-8 July
St. Laurent	1011	5	103	21	3rd	11-15 July
Stonewall	1826	5	97	19	3rd	18-22 July
Carman	2272	5	84	17	3rd	25-29 July
Winkler	3749	4	84	21	2nd/3rd	1-4 Aug
Neepawa	3508	5	121	24	2nd/3rd	22-26 Aug
Portage La Prairie	12555	9	216	24	7th	8-19 Aug

(Borysyk, et al., 1974 [Appendix "H"] pages unnumbered)

Comments by various persons involved with ReNu would suggest that a more basic rationale was working: the urgency of last-minute planning.

> A great deal had to be done in a very short period of time...in this process, some vital areas were not handled as well as they might have been.

(Fletcher, 1973a:4)

and:

> It was only a matter of a few months to order the equipment, train staff and set up the communication links. With that time frame...it didn't leave us very much room...we had to move fairly swiftly....
>
> (Schmidt, 1977)

and:

> Then we (realized)...there's only one month...and we get going on the road. We haven't really told the communities much about it.
>
> (Scatliff, 1977)

It might therefore be concluded that the willingness of the Regional Health Units to be involved with ReNu on such short notice was an overriding criterion. A comment by Dr. Scatliff alludes to difficulty in convincing some Regional Health Officers that ReNu was addressing issues of real concern.

> We found it difficult in some cases to convince... people in the field that this was, in fact, important for public health....It was very difficult to get them to accept....
>
> (Scatliff, 1977)

ReNu on the Road

The project started with a Kick-Off event held at the Legislature Buildings in Winnipeg. The intent was to set up the trailer there and to involve the Members, the Premier and civil servants in a testing session.

> But they didn't have time. It was just before the election. They were busy finishing up the House.
>
> (Scatliff, 1977)

Therefore ReNu started its field work without public endorsement by government leaders. On 4 June, 1973 they entered St. Anne, a village of 1,149 some thirty miles from Winnipeg. Advance promotional work had been undertaken by the Health Educator of the EastMan Health Unit. She started with a meeting between herself, the Reeve of St. Anne, Harvey Schmidt of the ReNu Unit and Dr. Scatliff representing the Department of Health and Social Development. The response of the Reeve was enthusiastic. (Scatliff, 1977). From this meeting the Health Educator obtained a list of local contacts. She was able to generate a news story about ReNu in the weekly paper. The Health Educator attempted to involve the local Member of the Legislative Assembly who was, coincidently, the Minister of Health for the province. On the strength of a phone call it was circulated that he would be present to officially open the campaign in St. Anne. This created a flurry of interest by the town officials and the local press. A last minute change of plans resulted in the Minister cancelling his appearance. This news had little effect on the promotion as it did not become known until the last minute. (Kemp, 1977).

Registrations for the ReNu Clinic were taken by the Regional Health Unit which acted as local agents for ReNu. A strong interest was shown, (Kemp, 1977) since there had been an attempt at a publicity campaign. The

Clinic in St. Anne lasted ten days on three of which it approached its operational capacity. (Borysyk, et al., 1974 [Section Headed: A Preliminary Report and Evaluation of Operations During June, July, August 1973] pages unnumbered). In St. Anne, ReNu tested 269 people--144 women and 125 men (see Table II). Their clientele seemed to come from all segments of the St. Anne population.

> It was one of the very few things that I was ever involved with in health education where you didn't have the impression that you were reaching the committed. This was all shapes and sizes of people. This was something that everyone was quite keen on. It worked.
> (Kemp, 1977)

After ten days in St. Anne, ReNu moved on to the nearby town of Steinbeck, a small town with a population of 5,979. The promotional work that had been done in St. Anne spilled over into Steinbeck since it shared the same English language newspaper. (St. Anne has a French language paper, also). A friendly rivalry existed between the two centres. The newspaper editor was quick to seize on the fitness issue to make humourous comment about their differences. He became involved in the testing programme himself. This created grist for the publicity mill. (Kemp, 1977).

The intervention methodology in Steinbeck was the same as that used in St. Anne and had a similar response. (Kemp, 1977). The ReNu Clinic operated for nine days which is one fewer than in St. Anne. Some 190 persons were tested (see Table II). Following Steinbeck, the ReNu Unit moved on to Beausejour, a town of 2,400. Once again, the same intervention strategy was employed. In this case, ReNu stayed for only five clinic days during which it tested 91 persons.

Promotion or Word-of-Mouth

It is notable that the mean daily participation in the first three centres declined from the start of the project, (see Table III).

TABLE III

Peak Participation in First Three ReNu Towns

Summer 1973

4-17 June,	St. Anne	27 persons per clinic day.
18-30 June,	Steinbeck	21 persons per clinic day.
2- 8 July,	Beausejour	18 persons per clinic day.

(Borysyk, et al., 1974: [Chapter I] pages unnumbered)

Coincidental with this was the fact that the promotional work in these first three centres had been done by the EastMan Regional Health Educator. It has been suggested that this decline in participation was due to a decline in promotional efforts accompanied by the usual dislocation of people due to summer vacations. Burnett (1977), suggested a reasonable scenario for the decline in promotional efforts. It should be remembered that news of ReNu was late in reaching the Health Units (cf p.101ff); also that the EastMan Unit had the responsibility for promoting the project in the first three towns. According to the intervention model described by Borysyk, et al. (1974:3), this promotion would have required six weeks of involvement in the three towns, two of which would have had campaigns going on simultaneously. There was simply not enough time to do this adequately. After having given a major effort in St. Anne and Steinbeck the time and energy needed to give Beausejour the same treatment was just not there.

When ReNu entered the South Central Health District to conduct interventions in Carman and Winkler, no pre-promotion had been done at all since that district did not have a staff person available for promotional work. Some pre-promotion was done in the Interlake Health Region. This was largely spill-over from the earlier interventions. In Neepawa and Portage La Prairie also, very little pre-promotion occurred. Schmidt (1977) and Burnett (1977) pointed out that an extensive health promotion campaign was not a usual occurrence for mid-summer in Manitoba. Since ReNu had been organized relatively quickly that Spring, the Health Units had little chance to react. Staff vacations had already been committed when news of ReNu was circulated. When ReNu arrived in their regions the Health Units were experiencing their period of low operations. Schools were closed and many of its constituency were away on vacation. Thus the promotional work envisaged by ReNu's organizers (cf p.95) was limited to a follow-up with the local paper about the government news release and making the necessary physical arrangements for the operation of the ReNu Clinic. (Burnett, 1977).

In the absence of adequate pre-promotion, the project relied on word-of-mouth advertising to get its message to the public. Dr. Scatliff almost makes a virtue of necessity in denigrating their promotional programme.

> It didn't matter what we tried to do in the way of building in a (promotional) programme.... It was the fact that people had come (to the unit); that they had gotten such a lot out of it themselves that they got on the 'phone right away (to tell their friends).
>
> (Scatliff, 1977)

The effect of word-of-mouth advertising is supported by Corrol:

> ...we found that whenever we started in a community there was usually a trickle (of participation) at the beginning but at the end you couldn't handle any more.
>
> (Corrol, 1977)

The summary of the staff evaluations alludes to this problem:

> Poor publicity...created slack working days followed by extremely busy days to compensate. In most towns we depended on word-of-mouth to bring people out.
>
> (Borysyk, et al, 1974 [Section C] pages unnumbered).

The reliance of ReNu on word-of-mouth advertising to promote attendance at the Clinic is borne out by data displayed in Table II. It is notable that the peak daily participation occurred after the Unit had been in a centre for a few days. In the one week interventions, participation peaked on day three. In the two week interventions the peak occurred at the middle of the second week, which was day seven.

This was characteristic of a pattern resulting from word-of-mouth advertising. It resulted from a growing participation as those with a pre-disposition to be involved participated in the Clinic, and then informed their friends about it. In the centres where the intervention lasted two weeks, there were bi-modal peaks, one in the first week, likely from the same source as in the one week interventions, and a second larger peak on day seven as the less venturesome people were encouraged by their peers to become involved. A variation from this pattern occurred in Steinbeck and Winkler where the peak occurred much earlier. The rationale suggested was that both these centres were geographically close to the town that preceded them in ReNu's itinerary and so they were affected by the previous promotion. The "spill-over" from St. Anne's promotional campaign into Steinbeck has already been discussed (cf p.104) so it is suggested that the Steinbeck response was likely affected by the campaign in St. Anne. Insofar as the Carman-Winkler tie-in was concerned, the relatively short distance between them appears to be the only linking factor. Word-of-mouth advertising was apparently capable of travelling a few country kilometers.

Summer 1973 Results

The questionable effectiveness of its promotions notwithstanding, ReNu moved efficiently through its itinerary. Generally it received a strong participation which was based mostly upon word-of-mouth advertising.

The effectiveness of ReNu at exciting people about the fitness and nutrition issues was a matter of some comment by various observers. Fletcher (1973a) observed:

> The programme is most certainly fulfilling its objectives of motivating people and of developing a greater personal awareness of fitness, nutrition and health.

In the joint report of the Health and Recreation Departments it was stated that:

> ...response to the programme has been fantastic. People were turned away, some of whom even travelled to the next community (in the ReNu itinerary) to register...there.
> (Manitoba Government, 1973: pages unnumbered).

This is supported by Joanne Hillier (1977), Editor of the *Beausejour Beaver* who said:

> It was very difficult to get an appointment and people were quite put out that they couldn't get one. It was really quite busy.

During its Phase I operations, ReNu conducted health and fitness appraisals on 1,255 different individuals in nine centres that ranged from a rural village to a small city. Table IV displays the previously unknown conditions that were discovered among their clientele.

TABLE IV

Unknown Health Conditions Revealed by Phase I ReNu

Condition	Number of Cases
Proteinuria	21
Glycoseria	7
Anemia	33
Polycythemia	11
Hypertension	17
Cardiac	5
Asthma	7
Epilepsy	2
Hepatic	1
Neurologic	1

(Borysyk et al., 1974:58)

In addition to the above, a number of other abnormal conditions were observed (numbers not given):

uncontrolled known hypertension, abnormal hypertensive response to exercise and abnormal electro-cardiographic changes on exercise. These were apparently not reported to the client's physician. It was the recommendations of the attending cardiologist that these conditions should be brought to the attention of the local physicians by the local medical health officers for appropriate follow-up (sic). (Borysyk, et al., 1974:45).

Case records were opened for each participant. These were held by ReNu pending receipt of biochemical data that had been processed in Ottawa. The majority of these case records contained electro-cardiograms that had to be evaluated by the cardiologist. Two factors caused these delays. Mis-communication resulted in the loss of much of the biochemical data. (Burnett, 1977). Some of this was later retrieved but in the long time-lag its immediacy was lost to the client. The electro-cardiogram results were slow in being processed. As of 1 November 1973, a large portion of the electro-cardiograms were yet untouched by the cardiologist. (Borysyk, et al., 1974 Chapter II Winter Operations 1974 (sic)[14] [Section A. *Operation ReNu, Progress Report*] pages unnumbered).

A problem was created by this delay. Public Health nurses in the local units were beseiged by ReNu clients wanting to know the results of their tests. Having been alerted to the work of ReNu, the nurses were expecting instructions and information. It was never made clear if they were to follow up people with any of the conditions disclosed by ReNu. Their role in the process was ambiguous.

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[14] The date indicated in this title is incorrect. The title should refer to the Fall of 1973, specifically after 1 November, 1973. All the information contained therein is about the 1973 operations of ReNu so a titling error is assumed.

> They kept saying, 'When are we getting the results? Are there some heart and lung cases here that we should be following up...' Well, we never did get anything like that. So I told them to forget about it.
>
> (Kemp, 1977)

Follow-Up

It is in the area of follow-up that ReNu had its least effect. Having provided the client with a comprehensive evaluation of his or her health and fitness, ReNu was then unable to provide direction to the appropriate community resources. There are two reasons for this.

First, as a travelling group the ReNu staff members had very little opportunity to become informed as to the resources of the community. This in spite of the fact that they conducted the counselling sessions designed to get people active. Staff evaluations alluded to the problem:

> It would be beneficial if there could be a short orientation prior to visiting the community. This...could be a meeting with the home economists, recreation directors and public health nurses in order for us to be informed about resources and programmes that are

> available in the community.
>
> (Borysyk, et al., 1974 [Section entitled: Staff Evaluations of Results Obtained and Operations During June, July, August 1973] pages unnumbered).

A second aspect of the follow-up problem was related to the availability of programmes and resources to which the ReNu client could be directed. Had the ReNu staff been fully conversant with the resources available, it would have created no new resources. If ReNu had the desired effect upon its clients and they had responded by seeking out physical activities, there was nothing more available to them than what had been present before ReNu came along. In short, ReNu created nothing more than a heightened awareness of the problem within the clients. It could not aid in the delivery of resources to help meet their needs. Resource delivery fell within the realm of the locally based recreation personnel or with the Regional Recreation Consultants of the Provincial Government. The linkage between ReNu and the recreation system never occurred:

> There has been little contact by the project ReNu personnel with local recreation persons--except by accident.
>
> (Fletcher, 1973b, pages unnumbered).

To say that there had been little or no follow-up to the ReNu intervention is inaccurate. Some incentives did occur but were of such a limited scope as to constitute tokenism. The EastMan Health Educator had seen the opportunity created by ReNu's intervention. She obtained the list of clients from them and sent out a mailed invitation to a public forum on fitness. This effort was aided by the Provincial Fitness Consultant who attended. In two of the towns ReNu entered--Beausejour and Steinbeck--a modest response was obtained. Fifteen people attended in Steinbeck (eight per cent of ReNu clients) and nine in Beausejour (ten per cent of ReNu clients). The outcome of the meetings was a physical fitness class in both towns which operated once a week during the Winter. The classes were funded from Regional Recreation funds. The instructors commuted from Winnipeg. (Kemp, 1977). How long or how successful these classes were is not known. Town residents who were interviewed four years later could not recall having heard anything about them. (Layton, 1977), (Hillier, 1977). While this is of small importance, it is the source and quality of the follow-ups that is significant. That the Health Educator should be undertaking resource delivery; that the Provincial Fitness Consultant should be involved in supplying resources, (Why Steinbeck and Beausejour and not dozens of other places?) would suggest tokenism.

Consideration of the Government Report on the ReNu Project written 6 August, 1973, seems to confirm this assertion. The "Operation ReNu" Preliminary Report (Manitoba Government), in a section headed "Post Clinic

Follow-Up" says:

> (Follow-up)...is now taking place and will continue into the Fall of 1973. ...a meeting of concerned persons, e.g., local Recreation Commissions and its personnel (if any), the Regional Recreation Consultant,...the District Health Educator, will attempt to outline the recreational opportunities that...exist and plan for the implementation of others....
> (1973, pages unnumbered)

This seems to have been the extent of follow-up efforts after ReNu. No similar effort was reported in the other centres entered during Phase I. That the project personnel were unaware of follow-up efforts is evidenced by their comments in the ReNu Report. (Borysyk, et al., 1974 [Section entitled: Staff Evaluations of Results Obtained and Operations During June, July, August, 1973] pages unnumbered). In this, the hypothetical question was posed: If you were given the opportunity to do follow-up, what type of programme can you see as being most effective? The responses ranged over various options, but no indication was given that follow-up was occurring. It may therefore be concluded with this and the other more direct evidence (Fletcher, 1973a), (Corrol, 1977), that the follow-up seen as essential by so many ReNu observers did not occur.

Adding Objectives

It has been reported that ReNu's objectives were expanded over the Summer of 1973 (cf p.87). The three objectives that appeared in the original planning document had an entirely humanitarian outcome. In essence they were to motivate the public to certain behaviors so as to reduce the likelihood of illness; to develop awareness about health and to help people improve their lives through better nutrition and physical fitness. These were essentially service or consumer-oriented objectives. Two more objectives appeared in the Report of the Summer 1973 Operations. (Borysyk, et al., 1974 [A Preliminary Report and Evaluation, of Operations During June, July, August 1973] pages unnumbered). These were to provide an on-going source of data and to develop the ReNu design. These two objectives were essentially research-oriented and served the needs of the organization.

The derivation of these additional objectives are cause for speculation. Since ReNu was the first project of its kind in Canada, it drew the attention of health professionals from across the country. Scatliff (1977), reported being invited to health conferences in British Columbia and Alberta on the strength of his work in the development of ReNu. Burnett (1977), reported that enquiries about ReNu came from across the country since this was the first direct action to implement recommendations from the 1972 Conference on Fitness and Health (cf p.85).

Dr. Max Sabry of Nutrition Canada consulted with the ReNu Advisory Committee and was at one point listed as a Committee member. (Borysyk, et al., 1974 [A

Preliminary Report and Evaluation of Operations During June, July, August 1973, "Appendix A"] pages unnumbered). It had been recommended that Nutrition Canada's research be continued in various regions of the country so it is natural that some relationship between ReNu and Nutrition Canada would be expected. The Report on ReNu issued by the Department of Health and Social Development in August 1973 (Manitoba Government 1973, pages unnumbered) recommended that the Federal Government undertake the funding of ReNu for a sixteen month experimental period. These facts pointed to a supposition that the possibility of Federal Government funding was a factor influencing the addition of research to ReNu's objectives.

This supposition was given increased credence by a letter from the Director of Research of the Department of Health and Social Development to the Minister of Tourism, Recreation and Cultural Affairs dated 23 January 1974. In it she stated:

> The ReNu project will in all likelihood be financed by the Federal Government commencing April 1, 1974.
>
> (Havens, 1974).

This later proved to be a vain hope as the Federal Government declined to finance ReNu. (Burnett, 1977).

In any case, the interest in research was high among ReNu planners. It therefore seems certain that the research emphasis influenced their methodology. Fletcher noted this change in his report. He noted that the project started out with a consumer-orientation:

> From the outset, the purpose was to be consumer-oriented. That is, the programme should be provided so as to motivate people to eat better and to exercise more and to give information as to how to accomplish both.
> (1973a, unnumbered)

He described the situation as he saw it in June of 1973:

> Presently...(it) appears to be more research-oriented, i.e., a great deal more effort has been put out to ensure the gathering of accurate data than to ensure that individuals might become more involved....

This dichotomy was labeled by Fletcher as the *Research versus Consumer Orientation*. (1973a, unnumbered).

In the absence of a close connection between the ReNu Unit staff and the local clients and given the low involvement of Health Unit personnel thus preventing this connection from occurring, the ReNu Unit inevitably became more concerned with procedures than with relating to people. The efficient and professional operation of the Unit became the first priority. This is seen in the carefully planned emergency routine, the step-by-step description of the flow-through process. (Borysyk, et al, 1974 [Section headed: Background to ReNu Planning] pages unnumbered). When this was coupled to the high expectancy that the inexperienced student operators would perform in a professional way it is not surprising that the consumer orientation would be down-played. Research tends to be cool, objective and procedure-dominated while a consumer orientation implies emphasis on feeling, on empathy, on individual needs. Maintaining this approach requires a confident professionalism not likely to be found with inexperienced personnel. Thus the very circumstances of the ReNu Unit plus the political concerns already discussed, pre-disposed the project to a "research orientation". At the end of August 1973 ReNu adjourned its operations.

The Schools Campaign--Winter 1973-1974

Administrative Changes

Following the Summer of 1973, a small core staff was hired on contract by the Youth Secretariat for work in the ReNu Phase II project. An Administrator was assigned from that department to take care of personnel matters. For all other matters in the Winter of 1973-74, ReNu was attached to the Department of Education. This re-location was to provide an easier access to the various school districts in which it would be operating. It also allowed the Department of Education to advise and to monitor the work it would be doing in the schools. (Schmidt, 1977).

In January 1974 ReNu was funded to the end of the 1973-74 fiscal year. In anticipation of a trip to Northern Manitoba, four additional staff members were hired: two physical educators and two nutritionists.

The First Task

Phase II ReNu operated in November and December 1973. It was an attempt to utilize and to modify the methodology that had previously been developed, with a particular view to its application in a school setting. The experimental mode of its work is seen in the following excerpt from its Fall planning paper:

> Since this is the first time that...ReNu...has operated within a formal education setting, it has been decided...that there is a need for testing different approaches to achieve maximum effectiveness, ...therefore,...ReNu's approach shall change from school district to school district.
>
> (Borysyk, et al., 1974:108)

In November and December ReNu developed or compiled a collection of educational materials for use in schools. This experimental period allowed its staff to work with this material in a field setting and so select that which was most suitable for their purposes. During this period they worked in four school districts in and around Greater Winnipeg.

> This phase has allowed the team to test the various educational materials and techniques with a variety of age groups in both individual and group (settings).
>
> (Manitoba Government, 1974, pages unnumbered)

The Strategy

The ReNu schools' intervention was based on the community intervention strategy that had been developed the previous Summer. The core element in the ReNu schools' intervention was still the fitness and nutrition appraisal programme. The modifications developed by ReNu Phase II allowed it to present the nutritional information at a level that would be appreciated by their teen-aged audience and would still retain a suitable education component. (Burnett, 1977). The modifications in the fitness appraisal programme had more to do with packaging the fitness testing in time blocks that would fit into the academic schedule than with changes in content. (Borysyk, 1977).

Operations January - March

In the Winter of 1974, ReNu entered six school districts, five of which were outside of the Metropolitan Winnipeg area. The ReNu management was more alert to the need for advanced publicity. They developed a publicity protocol that started with an early contact with the school authorities. It involved contact between the Provincial Supervisor of Physical Education and the District School Superintendent; between the Head of the Provincial Youth Secretariat and the School Superintendent; between the Provincial Supervisor of Physical Education and his local counterpart. By the time the local school was involved, the legitimacy of ReNu was firmly established. Thus ReNu's contact with the school was expected and in most cases welcomed. Though it was thorough in reaching the various concerned officials, the publicity protocol was dependent on the effort of the local authorities. The school officials made the contacts and gave the information about ReNu. ReNu was still at arm's length from the task of publicizing its own efforts. The disadvantages of this continued to trouble Re Nu as will be shown later in the Analysis section..

The ReNu Report described its operations as consisting of two roles. The primary one involved work in the schools. Secondary to this was a Community Information role. (Borysyk, et al., 1974 [Section entitled: ReNu Report on Operations January 2 - February 8] pages unnumbered).

Two "in-service" training sessions were held, one for parents and one for teachers. These were devoted to lecture-discussions about the fitness and lifestyle isues. Fitness testing was not conducted. In addition they conducted an abbreviated version of the Clinic using the facilities of the Local Health Unit.

The Community Information role assumed by ReNu was entirely in response to demand. When requested, they provided a demonstration team or a speaker for the various community groups. In addition, they operated an abbreviated version of ReNu out of the local Health Clinic. This abbreviation resulted from the lack of a medical technologist. This was emphasized in the Phase II Report (Manitoba Government, 1974, pages unnumbered):

> They have not had the benefits of the biochemical testing procedures (blood and urine samples, nor the medical examination). Therefore, on the basis of physical fitness

> testing and the nutrition counselling schedule, they have done a restricted testing procedure....

Along with public testing, an aspect of its community information role were appearances on television and radio programmes. In addition to the foregoing, ReNu visited the Winter Games at Thompson, Manitoba and conducted fitness appraisals on athletes and officials.

Student Fitness and Nutrition Appraisals

Overall the work with students in the schools was well received by the students. There was too little time to have a serious impact, however. (Schmidt, 1977). In four of the six schools it visited, ReNu spent five days at each. However, of this time, one morning was spent setting up equipment and an afternoon in disassembling. In effect it had four days of student contact. At the other two schools, one of which was Brandon, the ReNu staff saw each class twice. Even so, they were able to test 122 students. The ReNu Report stated that there was not sufficient time to make its presentation effectively. (Borysyk, et al., 1974 [Section entitled: ReNu Report on Operations January 2 - February 8] page 6). In the other at The Pas, the student response was reported as only fair. Some 63 students were tested. In Minnedosa, using a *control group* method they met four classes three times and tested a total of 97 students. Re Nu's visit to Flin Flon encountered resistance from the school administration. Instead of integrating the ReNu programme into the physical education classes, the administration chose to make the ReNu programme a voluntary, extra-curricular activity. They allowed the ReNu advance team to conduct a promotional session which generated a modest enrolment. In all, ReNu tested 65 students in Flin Flon.

In the City of Winnipeg, ReNu operated for 12 days at the Kildonan High School. Its report states that they took over the teaching of a semester course in physical education. It reported seeing approximately ten different classes. (Borysyk, et al., 1974 [Section entitled: ReNu Report on Operations January 2 - February 8] page 6). From this grew a field work experience for six school students who accompanied it to Thompson, Manitoba for the Winter Games. At Kildonan 221 students were tested. This included a group of 81 Junior High and Elementary School children who were bussed in from nearby community schools. (Borysyk, et al., 1974 [Section entitled: ReNu Report on Operations January 2 - February 8] page 6).

Teacher and Parent "In-Service" Information Sessions

In conjunction with each school intervention ReNu conducted information sessions for teachers and parents of the school children. They were invited to the session by means of a form letter which briefly outlined ReNu and its programme. The letters were supplied by ReNu and sent out by the school inviting the parents to a special session which was advertised as "an opportunity...to attend and participate in the ReNu programme".

Three groups of teachers were especially invited to the "in-service" sessions; principals, physical education teachers and home economics teachers. The invitation was also a ReNu-supplied form letter with a check-off return slip attached. (Borysyk, et al., 1974 [Section entitled: ReNu Report on Operations, January 2 - February 8, Appendix A] page 22). Other teachers were invited verbally by the respective principals and the physical education staff.

Both sessions were conducted in a lecture-discussion format and made use of current films on nutrition. Neither the teachers nor the parents "in-service" training events were completely successful. The attendance by parents was so poor that after the Minnedosa intervention in late January, future meetings were cancelled. (Borysyk, et al., 1974 [Section entitled: ReNu Report on Operations January 2 - February 8] page 13). Attendance at the "in-service" events for teachers varied. The accompanying comments of the ReNu staff are indicative of the teachers' reaction. The event for the Winnipeg School District Number 1 was cancelled due to insufficient response from the teachers. In Flin Flon only eleven teachers attended the "in-service" event. The reception was so negative as to cause comment in the ReNu Report. The low attendance in Thompson (11) was offset by "an enthusiastic interest of those teachers present". In The Pas, Minnedosa, and at Kildonan High School in Winnipeg, attendances ranged from 15-20 and "the programme was well received". Comments by the teachers indicated interest in the event but disappointment in not being tested themselves. (Borysyk, et al., 1974 [Section Entitled: ReNu Report on Operations February 8 - March 31, 974] pages unnumbered).

Community Information Events

During its Winter operations ReNu was involved in eleven community information events. A distinction should be made between events that informed about the fitness and nutrition issues and those that informed about the ReNu organizations, its goals and objectives. An examination of the ReNu Report discloses that three of these events dealt with the substantive issues of physical fitness and proper nutrition. The other eight were, in effect, a promotion of ReNu. These described what they were doing and why. The issues of fitness and nutrition were treated in abstract rather than as important life issues. (Borysyk, et al., 1974 [Section Entitled: ReNu Report on Operations February 8 - March 31, 1974 Appendix C] pages unnumbered).

Other community information events were described as "public relations" testing. These were a kind of ritual fitness testing session in which community notables such as the Mayor or the newspaper editor were put through the ReNu fitness appraisal programme while being photographed for the local paper. The intent was to publicize the fitness and nutrition issues and to legitimize them through the involvement of respected figures. These publicity stories varied in content. Some included the bare minimum of facts while others gave quite detailed accounts of the ReNu procedures and of the fitness and nutrition issues.

It can be questioned as to the effectiveness of the public relations testing event in advertising the presence of ReNu in the locale. In the Winter ReNu programme, no Government news release was issued about the activities so the first knowledge the local newspaper had about the visit was when it encountered ReNu staff. To estimate the possible effect of a public fitness testing event, the reaction time of a newspaper must be considered.

Reaction to general interest news item is not less than twenty-four hours from when the first information gets to the editor until the actual attendance at the "story". At the earliest, a daily newspaper might have been able to visit ReNu twenty-four hours after it arrived. The writing of the story, developing photographs and producing the next edition of the paper would occupy another twenty-four hours so that the first possible edition of a daily paper containing the ReNu story would be circulating on day three of its intervention. If the public response was rapid, the earliest reaction ReNu could have expected was on day four. On day five the ReNu Unit prepared to move on so its capability of handling a large response was restricted.

The response scenario for a bi-weekly or weekly paper is similar to that outlined above except that it would likely be slower. Moreover, weekly papers are generally produced on the last three business days of the week. Thus within this scenario, the public in a town with a weekly paper would have had even less reaction time to a ReNu fitness testing story. Thus it can be contended that these publicity events were of limited value in publicizing ReNu's activities.

In fairness to these efforts, it should be stated that stories written with an education content[15] would have given information about the fitness and nutrition issues that had value beyond the mere "date, time, and place". In this respect Re Nu met its first objective (cf p.87).

Summary

In its field operations during the Winter of 1974, Project ReNu had involvement in six school districts. These were located in Metropolitan Winnipeg, in small cities and villages throughout the province. Its work in most locations was not sustained long enough to have more than an awareness-raising effect. The exception was Kildonan High School in Winnipeg where it had contact with the students for twelve teaching days. In most of the other centres, the contact was limited to four contact days. While receiving a mixed response from students it was able to involve 887 students in its fitness-nutrition appraisal programme. Earlier work had allowed Re Nu to develop materials and methods that were applicable to a formal educational setting. While these were utilized with varying effect, no record was kept to show comparisons of method or content.

Coincidental with the intervention in the school was a series of community information events and happenings that told about the work of ReNu. A secondary emphasis of these events were the fitness and nutrition issues as such and their application to the individual.

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[15] Two examples of these kinds of stories are: Keddie, Bruce. "Physical Fitness: Cold, Hard, Statistics are Food for Thought", *Flin Flon Daily Reminder*, 23 February, 1974, page 1, and "ReNu is for You", *Neepawa Press*, Neepawa, Manitoba, 15 August, 1974, page 4.

Since the community information events were a reaction to requests from community groups, in effect, ReNu was not in control of its information campaign. While Re Nu had the information, the delivery of it to the target groups involved in the campaign was almost entirely in the hands of otherpeople.

ReNu continued to suffer from mistakes related to public relations that were due mostly to the errors or oversights of their local sponsors who were relied upon to publicize the ReNu intervention. Re Nu continued to suffer from late or insufficient promotion while giving lip-service to its importance. This problem had three sources. One was ineffective communication between the Provincial Department of Education and the local community; another was reliance on unknown local authorities to do the preliminary promotional work. The third was a misunderstanding of how to use the print media in a promotional campaign.

These problems could be attributed to the absence of an advance team who would prepare a community for the arrival of the ReNu Unit. ReNu continued to start its local promotion coincidental with its arrival in the town. This, in combination with its short stay caused public interest to peak just as the unit was leaving.

In the absence of any evaluation of its work it is impossible to estimate how effective Re Nu was in meeting its objectives. In view of the relatively short exposure the various schools and communities had to ReNu it seems safe to conclude that very little change occurred in the status quo.

Summer 1974--"Data Collection"

Even while Phase I ReNu was in operation, concern was being felt about its short-comings which have already been described (cf p.118). It was felt that the project was attacking the fitness and nutrition problems in an unsystematic way; that ReNu's approach was somewhat *ad hoc* without an evaluative mechanism to indicate what effect, if any, it was having. (Fletcher, 1973a, pages unnumbered).

With this in mind, a research proposal was developed in the Department of Tourism, Recreation and Cultural Affairs. Its intent was to conduct a wide ranging field experiment on the effects of a number of treatment programmes on various small towns in Manitoba. (Fletcher, 1973b, 8ff). The Summer research to be conducted by ReNu was intended to establish base-line measures for later comparison within a pre-treatment post-treatment research design[16]

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[16] The exact nature of the research design is not material to this study since it was not implemented. It is mentioned here to indicate the orientation adopted by the ReNu planners which was strongly in the direction of research. The reader is referred to the following source for a description of the final proposal. (Borysyk, et al., 1974 Section Entitled: Chapter III Operation ReNu 1974-1975 , page 202ff).

Consolidation and Growth

In[17] order to conduct this wider ranging research plan, two ReNu units were assembled. This entailed the hiring of twenty-four new staff members and the purchase of an additional set of testing equipment. The staff was divided into two teams for the Summer 1974 operation. Each team consisted of fifteen persons under the direction of a team leader who had been retained from the Winter staff. A team consisted of one receptionist, two laboratory technicians, three medical students, four nutritionists, four physical educators and a supervisor. After a re-organizational period in April - May 1974, a two-week orientation course was held for all staff members. Following this the two Renu Units started their field work.

Retroactive Problem-Solving

In planning the Summer 1974 operations ReNu addressed a number of the problems that had been identified in the reports of its previous operations.

Site Selection

Since Re Nu had a longer planning and organization period, they were better able to select the centres in which they were going to work. A nine member panel was assembled from the Government departments concerned to select the intervention sites. Two urban and six rural sites were selected. The rural sites were selected on the basis of population size, age distribution, population stability, the existence of physical facilities for the operation of the Unit and geographical location. The urban sites were selected so as to have a stable population with which to work, the other criteria being satisfied in a large urban area.

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[17] The information on which this section is based is drawn principally from one source, i.e., Manitoba Department of Health and Social Development, Division of Research, Planning and Programme Development, *Operation ReNu Progress Report May - August 1974*, (unpublished), 1974b. Any other sources are cited in the conventional manner.

Duration of the Intervention

The interventions were planned to last nineteen days according to a research criterion indicating that each site should receive the same attention in the pre-treatment measurement stage. In fact, the last two interventions were seventeen days in duration so as to allow the staff to receive time off and vacation before the project terminated. (Borysyk, 1977). Since all sites had extensive waiting lists of people who were not included in the assessment, it was not deemed to be an important difference.

Pre-Promotion

Based on their previous experience the ReNu Directorate established a thorough and effective promotional routine. This involved contact by the ReNu advance team with community leaders two weeks prior to the arrival of the Unit and was coordinated with directives issued by the Recreation, Health and Education Departments to their respective field staffs. The Government Information Service issued a news release announcing the commencement of the project.

The importance of pre-registration for the ReNu Clinic was emphasized to the local Health Clinic who, as before, conducted the registrations. Contact was made with local service clubs and lapel buttons were distributed. When the Testing Unit arrived, the people in the town were at least aware of ReNu, if not anticipating their visit. (Borysyk, 1977).

As a result of this improved promotional effort, the report on which this section is based included an appendix of news stories that included 326 column inches of information and photographs about ReNu.

Follow-Up

The concern of the ReNu planners about adequate follow-up in the towns they entered has been discussed (cf p. 112ff). The Summer 1974 project was preliminary to experimental efforts to address this question. Since initiatives to follow up the ReNu intervention would have contaminated the experiment, the Unit remained steadfastly aloof from the follow-up problem.

It is of interest to note that the selection of towns for ReNu's Summer 1974 itinerary included only one of the Phase I towns entered in 1973. Again, the emphasis on a clean, experimental situation prevailed over the responsibility of ReNu to provide service to the centres that had been previously treated. This is further evidence of their research orientation (cf 117ff).

Operations

The field operations of ReNu were substantially the same in the Summer of 1974 as they had been in the Summer of 1973. They still used the flow-through clinic system. It was made more efficient, however, through the use of a receptionist who controlled the flow of traffic into the Clinic.

The medical technologists were provided equipment and supplies which allowed some of the blood and urine tests to be completed at the Unit. They still were required to process and package some samples for shipment to the central laboratory in Ottawa.

The exercise testing remained the same except that the Unit assumed its own responsibility for first-aid in the event of a cardio-pulmonary emergency. This obviated the presence of a physician and made the Unit less dependent on local physicians for this service. A local physician was on call, however. The previous experience with local physicians was that some were unfamiliar with the defibrillation procedures and so would have been of little help in an emergency.

Nutritionists made use of the Twenty-Four Hour Dietary Recall using the Nutrition Canada protocol. A ReNu scoring system was used to determine the general eating patterns of each participant who was counselled on the basis of his or her food scores.

Work done the previous winter in collecting and developing nutrition materials made the counselling sessions around nutrition easier to conduct. Clients were given these materials to take home with them.

Summer 1974 Results

From June 3 to August 23, 1974 Project ReNu brought its services to six rural towns or villages and two districts of Metropolitan Winnipeg. During this period they conducted Health and Fitness appraisals on 1,958 persons. The complete result of their Summer 1974 operations is displayed in Table V.

TABLE V

Participation ReNu Summer 1974 by Location Age and Sex

	Pop	M -40	M +40	F -40	F +40	Total	Waiting List
Wpg North West	*	53	21	56	39	169	Nc**
Wpg St Vital	*	25	25	78	53	218	Nc**
Swan River	3742	38	62	71	90	261	63
Souris	1712	60	45	72	72	249	57
Altona	2125	86	42	87	47	262	108
Gimli	2041	59	48	98	65	270	52
Lac Du Bonnet	1201	86	38	90	55	269	44
Neepawa	3508	54	61	65	80	260	84
Totals		498	342	617	501	1958	

*Metropolitan population

**Not counted

(Manitoba Department of Health and Social Development, Division of Research, Planning and Programme Development 1974:12)

Considering the large waiting list in most centres, it must be concluded that the field operations in 1974 were successful in reaching the population. Subjective comments by participants in the Clinic would tend to support this assertion.

> Very impressed with the *Friendly*, *Personable*, and *Enthusiastic* approach of the ReNu team (italics by ReNu)
>
> Gimli Participant
>
> Terrific! Looking forward to a repeat next year...
>
> St. Vital Participant
>
> Having just gone through ReNu, I think this type of screening is *thorough*, *revealing*, and *fun*.... It should be *continued*. (italics by ReNu).
>
> Neepawa Participant
>
> (Manitoba Department of Health and Social Development, Division of Research, Planning and Programme Development, 1974:120)

At the end of August 1974 Project Renu adjourned in the hope that its work of the previous Summer would be continued over the coming Fall and Winter. However this was not to be, since funding for ReNu could not be found in the existing Health and Social Development budget. As a result the research project slated for the Fall and Winter was not put into operation. The data collected for the project was not analysed, nor were the results of health and biochemical tests returned to the local Health Unit.

> It was collected and it never got back in the respective fields. It's still waiting to be processed.
>
> (Schmidt, 1977)

The result of ReNu's Summer 1974 operation was summed succinctly by a Manitoba civil servant.

> It seemed to me that the 'data collection tail' was wagging the 'educational dog'.
>
> (Burnett. 1977)

C. Analysis

The Conceptual Model

ReNu's operation was based on the concept of the "rational man". (Simon, 1955:99), who, if given all the facts about a situation, will weigh them and come to the best possible decision. In ReNu's application of this concept, the client was exposed to an impressive set of techniques which produced information about the state of his or her health and fitness. The counselling associated with this was designed to highlight the differences between the information about the client and an ideal state to which he or she should have aspired if guided by rational processes.

The "rational man" approach to changing human behavior works best with people who are intellectually sophisticated; who are able to understand and weigh facts; where clear-cut action responses exist and where a means to action is readily available. It is not possible to comment about the intellectual sophistication of the ReNu clientele. As has been pointed out, the counselling situation provided very few clear-cut suggestions due to the lack of information about the locale among the ReNu counsellors (cf p.112ff). Also, the availability to the client, of ways to take action about their health and fitness was limited. This was evidenced in the concern of the Government Recreation Department about the establishment of fitness programmes in the various locales. (Fletcher, 1973a, pages unnumbered). The absence of a means to action is a significant block to motivation producing any behavior. Birch and Veroff (1966:6) describe *availability* as the extent to which a situation makes available a particular course of action. If the counselling situation pointed towards physical activities that were unavailable in the locale or were incompatible with the local culture, the likelihood of the client acting on the advice they had received was remote indeed. If it is accepted that the learning and regular pursuit of a physical activity is a complex behavioral innovation, Kotler's observation is germaine. He states that in marketing a product that is complex or unfamiliar it is most effective to use specific suggestions to help the client reach the desirable conclusion. (Kotler, 1972:624). ReNu was unable to provide other than generalized "good" advice to its clients who were left to make their own arrangements to follow the advice they had been given.

The ReNu strategy and the *modus operandi* that grew out of it continually demonstrated a naive faith in the power of factual information to change behavior. The futility of facts has been seen in the anti-smoking campaigns of the late 1950's that resulted from the U.S. Surgeon-General's Report linking cigarette smoking with lung cancer. These produced an *increase* in the level of cigarette smoking in the U.S.A. (Stuteville, 1970:42). Similarly, Martin (1968:58) in describing India's family planning campaigns of the early 1960's indicated that appeals to people on the basis of statistics and common-sense were least likely to produce behavior change. These and more recent statistical evidence about seat-belt usage and fatalities in automobile accidents raises serious questions about the "rational" man. Nevertheless, ReNu continued to offer a scientifically sophisticated health and fitness appraisal in the belief that the information would elicit behavior change in its clients.

Mis-Marketing

One of the concepts that ReNu embraced early in its planning was that of using marketing methods to bring its service to the public. (Borysyk, et al., 1974:2) ReNu planners never made explicit what they meant by "marketing methods" and it is significant that there was not a marketing man on its Advisory Committee. The ReNu organizer stated:

> We didn't involve any professional (marketing) help...we really didn't have the money to spend on marketing.
>
> (Scatliff, 1977).

A review of the ReNu project in marketing terms reveals that the principles of social marketing[18] were more honoured in the breach than in the observance. A few examples follow:

Product Definition: ReNu never explicitly defined its product which became, in effect, a highly personalized health and fitness appraisal. In allowing this to happen, its product became too narrowly defined. A generic definition of the Re Nu product (Kotler, 1972:51) would describe it as a healthy lifestyle. A mix of community based services that included referral to physical activity programmes or to exercise prescription resources, follow-up fitness testing, community activation programmes to highlight physical activity would be part of this generic product.

An Integrated Effort: ReNu's approach to its marketing problem was almost a solo effort. With the exception of the work of the Regional Health Units it operated without close collaboration with the agencies with which it had a community of interest. While the Advisory Committee had representation from all concerned agencies, it confined its attention to the tasks of administration and of developing acceptable medical protocols. Poor communication occurred with the Manitoba Medical Association who were taken aback by ReNu's sudden entry into the preventative health field.

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[18] Kotler and Zaltman, (1971:8) in a seminal article on Social Marketing cite Nathanial Martin's critique of the family planning campaigns in India. In an article entitled ":The Outlandish Idea: How a Marketing Man Could Save India", (*Marketing Communications*, March, 1968 pp 56-60) he discusses the huge mismanagement of marketing family planning in India. With one minor exception, his critique can be applied verbatum to the ReNu project in Manitoba.

(Fletcher, 1973:a, pages unnumbered). The Health Units with whom it was to collaborate, remained uninformed about those ReNu clients requiring follow-up. In the area of customer service, ReNu failed entirely to ensure follow-up with programmes in the community. Corrol described its dilemma with respect to the Recreation Departments who logically would be the agents responsible:

> At the beginning we tried to involve the local Recreation people so they would pick up the follow-up but it really didn't come off the ground.... The field people in Recreation are really independent...they run their own programmes so you (sic) didn't have the jurisdiction....
>
> (Corrol, 1977)

A Consumer Orientation: ReNu was accused of having a research orientation and this study has shown examples that support this view (cf p.117ff). This was dichotomized with a consumer orientation which placed emphasis on the needs of the clients and the effect of the experience upon them. That the long-term effects were of low importance to ReNu is seen in the happen-chance fashion[19] in which they selected the intervention sites. If it had been seriously concerned about making long-term changes in the lifestyles of its clients, and if these changes were somewhat dependent on the existence of community resources, then an essential criterion for site selection should have been the prior existence of health and fitness resources in the intervention communities. In fact this was never a criterion. This is analagous to selling automobiles where there are no roads. Another aspect of the lack of care about clients was the slowness with which the testing anomalies were referred to the Health Unit for follow-up. Comments suggest it was done slowly, if at all. (Kemp, 1977).

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[19] This refers in particular to the selection of Phase I sites but note also that Phase III (Summer 1974) was equally unconcerned about existing opportunities for the ReNu clients to follow through on their counselling.

The Political Base

Project ReNu grew out of the concerns of a number of Health Professionals in Manitoba. Since they were highly placed in the Government they were able to find resources for the development of the project. From the beginning to the end, ReNu existed on a patchwork of financing. It was always a creature of the civil servants by whom it was initiated rather than existing as an arm of the Government's health policy. Evidence of this vulnerable position is seen in the comments of the originator of ReNu. He reported that the Minister of Health and Social Development was unaware of ReNu's existence until two weeks before it became operational. It was only then that the Minister was briefed on the project. (Scatliff, 1977). Later, when the ReNu Unit appeared at the Legislature Buildings for the Kick-Off event, they were unable to induce their Minister and other Cabinet Members to visit the Unit long enough to give their endorsement publicly. It was significant also that while the initial event in their 1973 operations took place in the constituency of the Health Minister, he first agreed to, then cancelled his appearance, (cf p.102). It might be concluded that the politicians in Manitoba did not regard ReNu as a politically attractive vehicle. Just how dispensible it was is borne out in the later actions of the Government. In 1975, as a result of a general budgetary cut-back, ReNu was pre-emptorially terminated. (Burnett, 1977).

It is supposition to suggest that had the project originated from public demand or through political action it would have more likely survived. It is significant however that Action B.C. survived a change of the ruling party in British Columbia and that SHAPE-UP ALBERTA continued to operate in spite of Government austerity programmes. It will be shown that both of these projects had strong political endorsement at their origins. On the other hand, ReNu was a creature of the "mandarins" and as such, it was a political orphan.

D. Summary

The 1972 National Conference on Fitness and Health was the impetus that encouraged a number of Manitoba Government and University Health Professionals to conceptualize and develop Project ReNu. This was a mobile Health and Fitness Appraisal Unit that travelled in rural Manitoba in the years 1973 to 1974.

During this time ReNu developed an effective methodology for administering health and fitness appraisals to large numbers of people. In the three phases of its field work it entered twenty villages and small towns in rural Manitoba, plus three visits to urban Winnipeg. During this time ReNu administered health and fitness appraisals to 4,090 people ranging in age from ten years to eighty.

The project suffered from a disparity between goals and practice. Where ReNu's goals indicated a service emphasis, in practice it operated as a research unit. ReNu was unable to fulfill its service goal because it had no way of influencing the recreation or health delivery system.

Initially ReNu indicated an interest in applying marketing methods in order to ensure the success of the campaign. Another of its declared purposes was to motivate the public. It was damaging that Re Nu did not consult experts in either of these two areas to help design its programme. The result was a sequence of trial and error attempts at promotion. In the absence of sound marketing advice it developed a high quality product without researching the market for it or ensuring that the necessary follow-up service was available.

Without a strong political base to support it, ReNu fell as a casualty to a Government austerity. In the absence of further research it cannot be stated if it had any lasting effect.

V. Case Study Two: SHAPE-UP Alberta

A. The Origins of SHAPE-UP ALBERTA

In 1972 the Canada's Department of National Health and Welfare convened a National Conference on Fitness and Health. One of many recommendations growing out of the Conference was that marketing methods be used in an attempt to bring about necessary changes in the improvement of the level of fitness of the average Canadian and to ensure that the methods are directed at the "consumer of product, the public". (Proceedings of the National Conference on Fitness and Health, 1974:124).

Provincial Governments were challenged to embark on programmes appropriate to their means that would attack the problems identified by the Conference.

One of the first responses was a project started in Manitoba called ReNu which was designed to bring fitness and nutrition testing to the rural areas of that province.

Also growing out of the Conference was an interest by two Alberta Government Departments (Department of Health and Social Development and Department of Culture, Youth and Recreation) and an initiative by the Edmonton Young Mens' Christian Association (Y.M.C.A.). Civil servants in both departments independently explored the idea of fitness promotion at their staff meetings. The Y.M.C.A. developed a proposal for a mobile Fitness Testing Unit which was presented to the Federal Government. It was subsequently refused. Informal talks by representatives of the Edmonton Y.M.C.A. with the Alberta Minister of Health and Social Development and with officials of the Alberta Department of Culture, Youth and Recreation resulted in a submission to both Departments for funding a Mobile Fitness and Nutrition Appraisal Unit to tour rural Alberta. Members of the Y.M.C.A. staff travelled to Manitoba to observe the ReNu project in operation and this project became the basic model for the Y.M.C.A.'s mobile programme.

The Concept

The concept presented in the Y.M.C.A. proposal was that of a mobile Fitness Testing and Nutrition Appraisal Unit. It would be staffed by well trained fitness and nutrition specialists and promoted by a Public Relations Worker who would travel ahead of the Unit. This person would mobilize local support, arrange facilities and generally promote the fitness and nutrition activities of the Unit. The Unit was to tour rural Alberta which was defined as all areas other than the major centres of Calgary, Edmonton, Red Deer, Medicine Hat and Lethbridge.

The primary assumption underlying the need for this mobile leadership team was the perceived absence of opportunity for physical activity in rural communities and small towns. This lack of opportunity was seen as a combination of actual lack of programmes and facilities for physical fitness, together with the prevailing social norms and attitudes against adult participation in vigorous physical activity during leisure time. The pursuit of fitness, by a relatively small number of people, as such, was regarded almost as "deviant behavior" in the rural culture of Alberta.

One of the larger goals of SHAPE-UP Alberta was to educate and motivate the population towards a more active lifestyle. Part of this process was to present fitness activity as routine, common-sense behavior and to remove from it the aura of peculiarity.

Additionally, SHAPE-UP Alberta set out to help mobilize the existing community resources for physical fitness and to add to them. This was done through the training of instructors and the establishment of fitness classes.

Objectives of SHAPE-UP ALBERTA

There were three objectives of the SHAPE-UP Alberta project:

1. To motivate and educate the rural people of Alberta in the areas of fitness and nutrition.
2. To develop within the community a group of enthusiastic and knowledgeable people willing to give fitness and nutrition programme leadership.
3. To establish on-going programmes in fitness and nutrition to be carried on by the people of the community after the Unit had departed.

An Historical Context For Touring Groups

In the early decades of Alberta's history, it was economically impossible to provide many of the basic services such as health and dental care due to the dispersal of a small population in a huge land mass. Location of these services in the rural areas did not happen until well after the first half century of the province's existence. In the past, the government had resorted to the use of travelling units to provide certain services. During the 1920's and 1930's a mobile Health Clinic travelled selected rural areas of the province each Summer. It provided immunization, medical examinations and dental care for children and public health information for the community. (Bow, 1977).

Also during this time the Federal Department of Agriculture, in co-operation with the Province, made use of agricultural displays set up in a railway car. These were taken to a commnunity, shunted on to a siding and were used to inform and educate about current agricultural practices.

The Chautauqua programmes of this era brought the performing arts into the rural areas. They provided plays, choral groups and a variety of cultural experiences.

During and following World War II the need for venereal disease control resulted in mobile units touring the rural and frontier areas of the province with an education and treatment service.

Currently the use of mobile leadership or promotional units is still followed by the Department of Culture in their use of travelling groups such as the Citadel on Wheels. Some of these groups perform, others give direct leadership in various crafts such as ceramics, weaving, painting, etc. No attempt will be made here to describe the variety of religious, sporting and entertainment enterprises that continue to travel in rural Alberta. Suffice it to say that these small communities are frequent targets of outside intervention. These outside influences may have no more serious intent than to provide entertainment or they may be directed towards fundamental changes in attitudes and behavior. Whatever the intent, the people in these communities have learned to expect outside influence from touring strangers. Increasingly many of the major influences in the lives of rural people come from outside of the community. So it is to be expected that various means of dealing with "imported change" have developed in these pockets of sub-cultures which represent rural groupings of people. The integrity of a local culture is maintained, as Loomis (1960:31) described, through a process of boundary maintenance. This process protects the identity of the social system and its characteristic interaction pattern from great variation but, of course, the inter-penetration of outside influences breaks down some of these boundaries. In fact, the local citizens frequently want the kinds of services and lifestyle that represent "outside" influences. Often, new mobile services are sought by citizens of small remote communities.

The Organization of SHAPE-UP ALBERTA

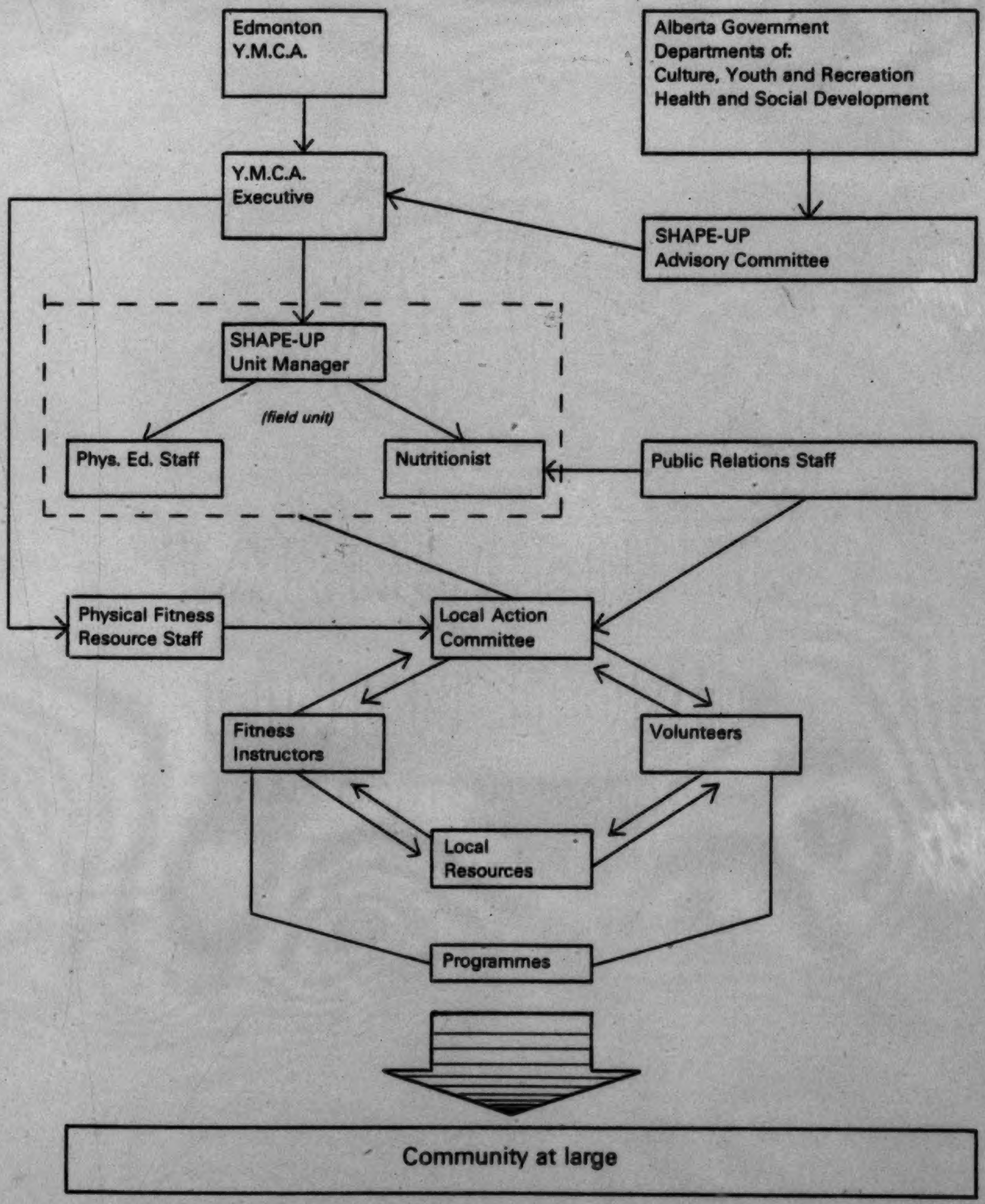
Relationship with Government

SHAPE-UP ALBERTA resulted from a unique funding collaboration between the (then) Department of Culture, Youth and Recreation and the Department of Health and Social Development. Both ministers regarded the promotion of physical fitness and nutrition as best done through an agency outside of government. This stemmed from a philosophical stance which finds overt government interventions designed to change some kinds of personal behavior as something to avoid. (Schmidt, 1977), (Crawford, 1977). Other considerations also influenced this decision. It was felt that a private agency such as the Y.M.C.A., with its long history of volunteerism and expertise in the health and fitness area, was a logical operator of such programmes. Another consideration was economic. For a government agency to embark on a programme like SHAPE-UP ALBERTA would require extra staff and additional personnel and management functions. This would imply adoption of the programme with a potential province-wide demand. The use of a private agency as a vehicle for the programme made possible an experimental approach without escalating the costs or commitment beyond that which was feasible.

An operating grant from the two Goverment of Alberta Departments was received by the Edmonton Y.M.C.A. in May of 1974. The funds supplied were in the proportion of $40,000.00 from the Department of Culture, Youth and Recreation and $60,000.00 from the Department of Health and Social Development. In receiving this funding, which was variously called a "grant" or a "fee for service", the Y.M.C.A. had to meet the usual requirements of financial responsibility and reporting. Additional requirements were that the funding departments had to be acknowledged in all publicity releases and that representation of the two Departments on an Advisory Committee would be expected. These conditions were to ensure public recognition of the Government's financial and leadership support and to provide a means of monitoring the project's development. Interviews with both Ministers and the senior civil servants involved at that time indicated that no direct effort was made to influence the general methodology or the selection of intervention sites, (Crawford, 1977), (Smith, 1977). The appearance of the government staff at the SHAPE-UP ALBERTA's Advisory Committee meetings represented no interference in the development of the project. Indeed, it was a source of some comment on just how little direction was given by Government through the SHAPE-UP ALBERTA Advisory Committee. (Burns, 1977). The Hon. Neil Crawford, then Minister of Health and Social Development, described the Government stance:

> ...We accepted the expertise of the people who put forward the proposal. It was their programme.

figure 2
The Organization of SHAPE-UP ALBERTA



Edmonton Y.M.C.A.
Alberta Government Departments of: Culture, Youth and Recreation Health and Social Development
Y.M.C.A. Executive
SHAPE-UP Advisory Committee
SHAPE-UP Unit Manager
(field unit)
Phys. Ed. Staff
Nutritionist
Public Relations Staff
Physical Fitness Resource Staff
Local Action Committee
Fitness Instructors
Volunteers
Local Resources
Programmes
Community at large

The Advisory Committee to SHAPE-UP ALBERTA

The Advisory Committee was formed by the Edmonton Y.M.C.A. It drew members from various allied professions as follows:

- **Three Medical Doctors:**[20] Dr. E. Bako, general practitioner, Dr. T. Talibi, a cardiologist, Dr. D. Silverberg, an internist.
- **Three Physical Educators:** Dr. G.A. Glassford, University of Alberta (Chairman of Physical Education Department), Dr. H. Dhanaraj, Department of Culture, Youth and Recreation (Fitness Consultant), and Mr. J. Stothart (Fitness Testing Specialist)
- **One Public Recreation Administrator:** Mr H. Clark of the Alberta Parks & Recreation Association.
- **Two Nutritionists:** Ms. E. Purdue and Ms. B. Hanson, from Department of Health and Social Development.
- **One Public Information Officer:** Mr. W. Reese, from the Y.M.C.A.

In addition, various Y.M.C.A. staff persons were ex-officio as were the SHAPE-UP ALBERTA field staff.

The Advisory Committee met five times during the developmental phase of the project over a period of nine months. Its primary concerns were relative to:

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[20] The Department of Culture, Youth & Recreation had asked that at least one medical doctor be appointed to the Committee.

a. The criteria for the administration of Fitness Appraisals - i.e.: who can test, what criteria, what test, required equipment.

b. The most effective ways to promote nutrition.

c. The most effective ways to promote the concepts of SHAPE-UP ALBERTA - i.e.: provincially-focused and initiated or locally-focused and initiated publicity.

d. The identification of resources to assist SHAPE-UP ALBERTA Project - i.e.: establishing contacts in such areas as publicity, Alberta Medical Association, Universities. (Edmonton Y.M.C.A., 1975:38).

e. The identification of suitable communities or areas as potential target populations.

Stothart (1976:9) and Rolf (1976:3) both report the crucial role of this Advisory Committee in shaping and directing the SHAPE-UP ALBERTA programme in its developmental stages.

The Field Staff

At the beginning of the project, the staff was comprised of a fitness testing specialist, a physical educator and a nutritionist. All staff workers became quite interchangeable in the process of operating the Unit as they learned from each other the knowledge and techniques involved. The fitness testing specialist who had an M.Sc. in Exercise Physiology, was responsible for the overall operation of the unit and was required to be present during all cardiovascular tests. The public relations function was fulfilled by a Y.M.C.A. physical education staff member.

After the first few weeks of the project, it became evident that the workload facing the Testing Unit was too great for a staff of three. An extra physical education member was therefore hired through a Priority Employment Project grant supplied by the Special Projects Division of the Department of Culture, Youth and Recreation. The extra staff member joined the SHAPE-UP ALBERTA field staff in January, 1975.

Advisory Committee Functions

The SHAPE-UP ALBERTA Advisory Committee was comprised of a group of volunteers who were regarded as experts in specific areas related to the approved objectives. They were recruited by the Y.M.C.A. to advise and guide the project. While this Advisory Commiteee received no additional terms of reference beyond the Government-approved statement of objectives for the "SHAPE-UP ALBERTA" project, the expertise of each member was specific to the task which was outlined in the written objectives of the project. Recommendations of the Advisory Committee were reached through discussion and were transmitted by the Y.M.C.A. executive to the field staff. Input from the field staff was received by direct verbal representation while they were in Edmonton and later when they were in the field, through written submissions to the Advisory Committee.

Y.M.C.A. Administration

The project was directed by the Y.M.C.A. executive member within the administrative procedures and guidelines of the Edmonton Y.M.C.A. which included accounting, purchasing and payroll procedures. The project workers were covered under the liablity insurance of the Edmonton Y.M.C.A. while the vehicles were covered by the Edmonton Y.M.C.A.'s automobile insurance.

Personnel

The personnel were regulated according to the personnel policies of the Edmonton Y.M.C.A. Each staff member received a written job description. Regular supervision in the field was on-going due to the close proximity of the living and working quarters. The Unit Supervisor was an "experienced" Y.M.C.A. professional who required very little direct supervision. This was provided at intervals in the Unit schedule when the staff returned to Edmonton for time off.

Communication

The communication between the various elements of the SHAPE-UP ALBERTA organization was poor. (Bourne, 1977). This was due to the remoteness of the intervention sites and was aggrevated by budget limitations on telephone calls. It imposed a rigidity on the schedule which prevented changes to respond to local conditions.

Local Action Committee

A Local Action Committee in each targeted community was to be the vehicle by which the community was to be activated. It was designed to be a selected group of locally based people who were:

a. community activists,

b. interested in fitness and nutrition,

c. willing to work on the SHAPE-UP programme.

The selection process involved the local contact person who was the Recreation Director and SHAPE-UP ALBERTA's staff Public Relations worker.

The Local Action Committees were chosen so as to involve people who had access to facilities and resources and who, by their grasp of the local situation, were assumed to be able to influence people. The members of each Local Action Committee were selected so as to include some of the following:

School Teachers/Principal
Physical Education Teacher

News media worker (Print and/or Electronic)
Recreation Director
Municipal Counsellor or Mayor
School Board member
Recreation Board member
District Home Economist
Nutritionist
Public Health Nurse
Medical Doctor
District Agriculturist
Fitness involved individuals.

The Local Action Committee worked with the SHAPE-UP ALBERTA's staff public relations worker to raise awareness of the issues, to promote the fitness classes and to recruit fitness instructors. They were responsible for mobilizing facilities and resources and for producing the programmes to be made available to the members of the community. Considerable interaction existed between the various local elements due to the multi-involvement of the various committee members, instructors and other volunteers.

Name and Logo

The name SHAPE-UP ALBERTA was derived from an earlier Y.M.C.A. staff conference which used the words SHAPE-UP as an acronym. It was chosen because it had not been given previous wide exposure and it was a short, pithy, directive title which gave an immediate admonishment to improve: "shape up or ship out!" With the word *Alberta* added, it gave a direct indication of the scope and sponsorship. In the logo-type, the words *SHAPE-UP* were stylized modern typeface in light green with "Alberta" in the provincial logo-type and coloured blue.

The logo symbol was a running figure in blue. It was designed to symbolize human movement while avoiding any indication of athletic excellence. The style and lean of the figure were active but of a low intensity compared to various national sports symbols. The intent was to provide a figure that symbolized activity at a level with which all age-groups could identify.

A Typical SHAPE-UP ALBERTA Intervention[21]

Criteria for Intervention

The selection of towns for intervention was based on a number of criteria. Underlying all of these was the concern that each intervention be successful. Since the project was experimental, it was important to demonstrate that the services provided were, in fact, needed and wanted by the target communities. Therefore, a careful assessment was taken before any commitment was made. The criteria for intervention fell into three general areas:

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[21] The material in this section is drawn from interviews with the then public relations worker (Bourne, 1977) and from the 1976 SHAPE-UP ALBERTA Annual Report (Alberta Region Y.M.C.A., 1976:33).

1. Practical considerations:
    a. location and transportation factors,
    b. size,
    c. population dispersion,
    d. availability of facilities,
    e. no duplication of services provided by SHAPE-UP.

2. Political considerations:
    a. acceptance by local politicians and opinion leaders,
    b. cooperation of medical personnel,
    c. assistance by recreationists, educators, public health personnel, and
    d. district home economists.

3. Demographic considerations:
    a. income,
    b. age and sex distribution,
    c. economic and industrial base.

(Rolf, 1976:11)

When a reconnaissance had been made by a staff member the information was placed with the Advisory Committee for decision.

The Intervention Strategy

It was the strategy of this programme to highlight the issues of fitness and nutrition and to provide a means whereby people could learn about their fitness and nutrition and then take action to improve them if they so chose.

The intervention was an integrated campaign designed to increase the issue saliency by conducting a number of special events and happenings promoting various aspects of the campaign.

To accomplish this, local resources were mobilized through the aid of a Local Action Committee recruited from the community. This group was to provide legitimation for the intervention. Additionally, it was to obtain sponsorship from within the community and to act as a work force to help stage the campaign and subsequent activities.

The formation of this Local Action Group was a crucial part of this strategy. It was to be the focus of local concern about the issues and the means through which the objectives and general spirit of the SHAPE-UP ALBERTA programme could be expanded.

The Local Action Committee was seen by the planners as an on-going body that would work to continue the SHAPE-UP ALBERTA classes. This group was envisaged as widening its scope to include many aspects of physical fitness programming and nutritional education. It was intended that the local SHAPE-UP ALBERTA Committee would be the channel through which communication between the SHAPE-UP ALBERTA organization and the local community would flow.

The campaign included an information and education element designed to acquaint the public with the facts about the issues. This included a series of talks to service clubs, fraternal organizations and other social groups. It also included a series of informative articles to be carried by the local news media. Education and motivation of individuals was intended to result from the fitness and nutrition appraisals and from the pervasiveness of the messages and symbols about the issue which appeared on posters, banners, menus and newspaper advertisements and from the presence of SHAPE-UP ALBERTA vehicles in the town.

Motivation was thought to result from the individual examples of prominent citizens, opinion leaders and SHAPE-UP ALBERTA staff workers visibly involved in the issue. The over two hundred test subjects were thought to be a source of positive word-of-mouth advertising. Recruitment and training of a corps of volunteer fitness leaders was to add to the potential number of informed opinion leaders in the community.

The resultant campaign was to surround the individual member of the community with information, behavioral models and reinforcement. This required an intensive, highly visible campaign that would involve large numbers of the population.

The Sequence of Community Intervention

1. The town officials responded to information that had been sent out previously by SHAPE-UP ALBERTA through the Alberta Recreation Association mailing list.
2. This was followed by a reconnaissance visit to the town by a staff member in order: to meet the Recreation Director, health professionals, the district home economist, interested towns-people, and others, as well as to assess the general interest in the town and the likely reception for an intervention.
3. The information from the reconnaisance was given to the Advisory Committee who made the decision to make the intervention. The Recreation Director of the town was notified of its selection for an

intervention and dates were established.

4. Four weeks prior to the arrival of the Testing Unit, SHAPE-UP ALBERTA's Public Relations Worker arrived in the town. With the Recreation Director she recruited and oriented a Local Action Committee. In collaboration with the the Public Relations Worker, it undertook the following functions:
   a. Recruited fitness instructor candidates for the training programme.
   b. Arranged for use of facilities.
   c. Planned the promotion campaign for fitness appraisals and for the special events.
   d. Issued news releases to the media and gave interviews.
   e. Organized "kick-off" event and a series of special events to highlight fitness and nutrition concerns.
   f. Addressed public meetings, service clubs, to make the community aware of the up-coming SHAPE-UP ALBERTA intervention.

   Shortly after the arrival of the Public Relations Worker, the urban Y.M.C.A. related to that intervention site sent a physical education worker to train local instructors for the fitness classes then being organized.[22]

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[22] These classes were operated under a volunteer based programme called *Fitness Finders* that had been developed in the U.S.A. and imported into the Edmonton Y.M.C.A.

5. The Testing Unit entered the town coinciding with a public proclamation of SHAPE-UP ALBERTA Day by the mayor, a parade and a number of special events were held in local facilities with local sponsorship.
6. During the following three weeks, the Testing Unit conducted fitness and nutrition appraisals, demonstrations, talks and special events. They aided in the start of the fitness classes that were being operated by novice instructors.
7. After the three weeks when the Testing Unit had departed from the town, the Local Action Committee was left with a number of tasks to perform. These involved supervising the fitness classes, maintaining contact with the urban Y.M.C.A. and developing their own *modus operandi* so as to continue in operation.

B. The Intervention in the City of Lloydminster

General Information About Lloydminster

The City of Lloydminster is located 216 kms east of Edmonton on Provincial Highway 16. It is unique in that its political boundaries straddle the border between the provinces of Alberta and Saskatchewan. It is a rail centre for the northern routes of the Canadian Pacific and Canadian National Railways. Since the late 1960's it has been a centre for oil and gas exploration and a heavy oil processing industry has become established there.

The 1976 census showed the population at 5,818 on the Alberta side and 4,493 on the Saskatchewan side of the city for a total of 10,311. The population was described as very mobile with a large yearly turnover. A growth rate of nine per cent per year was claimed at the time of this research. (Matheson, 1977). On the basis of this report it can be reliably estimated that Lloydminster had a population of 9,000 at the time of the SHAPE-UP ALBERTA intervention. It was described as an affluent place with virtually no unemployment among a predominantly young mobile population.

The City of Lloydminster had a recreation centre. In addition, at the time of this study the Municipal Recreation Department utilized a number of church and school facilities to operate its various programmes. Curling rinks, an ice arena and limited gymnasium space comprised its indoor facilities. The town also had an outdoor swimming pool.

Lloydminster seemed to be well served by the information media, having a radio station, a television station and two weekly newspapers.

While Lloydminster exceeded the size criterion for a SHAPE-UP ALBERTA intervention, (population 5,000 or less), there were a sufficient number of Alberta citizens there. Most significant was the existence of the information media in strength. This was seen by the SHAPE-UP ALBERTA Advisory Committee as providing a unique opportunity to work in a relatively small centre that had considerably more coverage by electronic and print media than the average Alberta community. These factors, plus the ready response of the Recreation Director to the initial contact, was instrumental in the selection of Lloydminster as the first SHAPE-UP ALBERTA intervention site. (Stewart, 1977.)

The Campaign

Forming a Local Organization

The intervention in Lloydminster began on August 26, 1974 with the arrival of the SHAPE-UP ALBERTA Public Relations Person. A public meeting was called by the Recreation Director. Fourteen persons attended. The Public Relations Person outlined the problems of unfitness and poor nutrition and described the SHAPE-UP ALBERTA programme to overcome them. Considerable interest was expressed by citizens at the meeting. The Public Relations Person called for volunteers to help organize the "SHAPE-UP Lloydminster" campaign and a subsequent meeting was set for a week later. (City of Lloydminster, 1974).

During the interval between these meetings a Chairman and a Local Action Committee were appointed by the Recreation Director in consultation with the SHAPE-UP ALBERTA Public Relations Person. This committee subsequently took the name SHAPE-UP Lloydminster Committee. The Chairman was a life insurance executive who was heavily involved in community affairs.

The intention of SHAPE-UP ALBERTA in developing the SHAPE-UP Lloydminster Committee was to provide a focal point for concerns about the fitness and nutrition issues. This was pursuant to its third objective:

> To establish on-going programmes in fitness and nutrition to be carried on by the people of the community.

From the outset, all efforts by SHAPE-UP Lloydminster were accompanied by a parallel reporting process. For example, each meeting of the Local Action Committee was fully reported in the press. All other events received similar treatment. The intent was to highlight the involvement of local people with SHAPE-UP ALBERTA in the context of the fitness and nutrition issues. (Bourne, 1977).

Early in the campaign the Y.M.C.A. Consultant from Edmonton was introduced by the Public Relations Person. This was to ensure a contact between the local group and the Edmonton Y.M.C.A. which would last beyond the contact period of the SHAPE-UP ALBERTA's Public Relations Person. It should be emphasized that the Public Relations Person was in residence in Lloydminster for the duration of the campaign only. It was intended that the Y.M.C.A. Consultant would remain in contact with the SHAPE-UP Lloydminster Committee. He would help it to become established, train the locally recruited Fitness Finders' leaders and thereafter attempt to have the SHAPE-UP Lloydminster programme functioning autonomously yet retain communication with the Edmonton Y.M.C.A. and the Provincial SHAPE-UP ALBERTA Advisory

Committee.

Following the preliminary meeting, the Public Relations Person began to establish contacts that would aid in staging the campaign and in gaining local support. Office space and a telephone were obtained in the offices of the City of Lloydminster's Municipal Department. Secretarial help was also supplied by the Recreation Department. As this proceeded, the Public Relations Person filled the speaking engagements that had been arranged and began to generate further engagements.

Following the second meeting of the SHAPE-UP Lloydminster Committee, a news release was issued. It announced information relative to the Fitness and Nutrition Appraisal Clinics and the instructor training Workshop. Registrations were received immediately. On Tuesday, September 10, 1974 the first training session for the leaders of the Fitness Finders' courses was held under the direction of the Y.M.C.A. consultant. Some twenty-eight persons attended, nine of whom were SHAPE-UP Lloydminster Committee members themselves. The organization of special events, the instructors' training course, fitness testing and the Fitness Finders' courses proceeded during the four weeks preparatory to the arrival of the SHAPE-UP ALBERTA Testing Unit.

After the four weeks of concentrated public relations work, the SHAPE-UP Unit arrived and began a series of Fitness Testing Clinics. During the next three weeks the special events that had been planned and organized were held. All the actions of the campaign were directed at publicizing the fitness and nutrition issues and towards filling the *Fitness Finders* classes that would operate over the following weeks.

Communication Efforts

From the start, the SHAPE-UP Lloydminster campaign received extensive coverage in the local news media. This included news items about forthcoming special events, favorable editorial comment, reports of the outcomes of various happenings, advertisements for the Fitness Instructor course, the *Fitness Finders* classes and the Fitness Testing Clinic. In the four editions of the two local weekly papers published during the campaign, 222.5 column inches of page space was devoted to SHAPE-UP Lloydminster and the fitness and nutrition issues. On radio, six one-minute news items were broadcast (the exact number of repetitions is not known). Similarly, Lloydminster television handled four news items concerning SHAPE-UP Lloydminster events during the period of the campaign. The SHAPE-UP ALBERTA vehicles parked in the business district were conspicuous by their markings. Members of the SHAPE-UP unit were involved in the various public events. The very physical presence of the Unit in the town had great impact in keeping the issues in the public eye. The mobile fitness van, with its signs and symbol, the members of the SHAPE-UP staff--bright, young, attractive people in colourful uniforms, were a presence that assumably had an impact. When they jogged, when they ate, people watched and took note of their behavior. They were a model or prototype of desirable behavior and appearance according to local observers. (Dornstauder, 1977), (Dymytryshyn, 1977).

Special Events

A number of special events were scheduled during the course of the intervention. These included the SHAPE-UP Kick-off Day, Nutrition Week, Walk Around the Block Day, Bowl for Lunch, and the Leave Your Car at Home Campaign.

The SHAPE-UP Kick-off Day

The SHAPE-UP Kick-off Day in Lloydminster was of particular note as it was the first town in the province to be exposed to the promotional and organizational skills of the members of SHAPE-UP ALBERTA. As such it received the attention of the provincial news media. The Edmonton Y.M.C.A. arranged a kick-off event in the form of a marathon relay between the Legislature building in Edmonton and downtown Lloydminster, a distance of 240 kms. In this event, relays of runners, cyclists and walkers carried a baton containing a message from the

Premier of Alberta to the Mayor of Lloydminster. The event passed through all the seven towns and villages on Highway 16 east of Edmonton. Local papers in each centre along the route ran feature stories about SHAPE-UP Alberta. The marathon concluded in Lloydminster with a local senior citizen walking the final mile to the site of the opening ceremonies. Y.M.C.A. officials and various town dignitaries were present at the opening along with the Lloydminster High School band resplendent in new uniforms. By special arrangement with the Council of Churches, fitness was the topic for the morning sermon and all churches adjourned their services ten minutes early so that the congregations could walk to the SHAPE-UP opening event. A crowd estimated at 200 persons[23] watched the opening event. (Edmonton Y.M.C.A., 1974a). After speeches by the Y.M.C.A. representative, the Mayor and other dignitaries, the first fitness test was performed on the Recreation Director. The event was given front page coverage and a three column picture in the *Lloydminster Citizen*. It was reported both on local radio and television.

Electronic Media Events

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[23] Estimates by Y.M.C.A. staff worker reported as above and corroborated by Recreation Director, Lloydminster and member of Town Council. (Dmytryshyn, 1977).

Fitness Test Demonstration on CKSA-TV

At the time of the intervention Lloydminster had one television station. The community was without coaxial cable connection to provincial systems or national networks. The management of the station, CKSA-TV, was pleased to offer the station's facilities for a promotional show about SHAPE-UP Lloydminster. They insisted on charging for the programme and the Committee quickly found the funds to pay the nominal fee. (City of Lloydminster: 1974). The programme featured a fitness testing demonstration and a discussion about fitness and nutrition. Its content was primarily educational with a small promotional element. No audience survey was taken at the time but an estimate of the *Bureau of Broadcast Measurement* indicates a reach of 10,200 during prime time.[24] There is no way of estimating how many television sets were switched on to CKSA-TV during the period of the show, but by the most conservative estimate, it seems likely that this event reached more people in the greater Lloydminster area than any other single event scheduled by SHAPE-UP Lloydminster. The author notes that of all the SHAPE-UP events held in Lloydminster, the TV show was the one recalled by all the persons interviewed.

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[24] The term "reach" as used here means the estimated number of television viewers during "prime time" which is from 7:00 p.m. to 9:00 p.m. It is based on telephone surveys of randomly selected households, since no survey results for the specific time period of the SHAPE-UP Lloydminster show now exists; this rough estimate is only indicative of the likely reach in a one-station monopoly situation such as existed in Lloydminster at the time of the intervention.

Open Line Show on Radio CKSA

Part of SHAPE-UP Lloydminster's educational efforts was an appearance of staff on an evening phone-in radio show. They discussed the fitness and nutrition issues and answered questions of callers to the show. Again, no survey was taken, but the Management of CKSA (1974) estimated that it had a reach[25] of 11,800 during the time, so a substantial population were again exposed to the fitness and nutrition issues. It is noteworthy that the SHAPE-UP Lloydminster Committee received requests for Fitness Finders programmes from communities up to fifty miles from Lloydminster. It seems possible that these would have resulted from contact with SHAPE-UP Lloydminster that came from the information media, since rural people would be unlikely to visit Lloydminster on a day-to-day basis and so experience the impact of the SHAPE-UP ALBERTA presence. The writer concedes that this is mere conjecture. However, it is notable that other

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[25] The same procedure in conducting surveys is followed in developing estimates of radio "listenership" as is used in television. This was mentioned in the previous footnote.

SHAPE-UP ALBERTA towns with television and radio outlets also received requests for programmes from surrounding communities while those without had a limited reach into the surrounding areas. (Edmonton Y.M.C.A., 1975:11).

Community Participation Events

The SHAPE-UP ALBERTA campaign in Lloydminster included two mass participation events. These were a "Community Walk" and a "lunch-time Bowling Session". The intent of these was to involve people in an activity in the company of other people. It was thought that a certain solidarity about the physical activity issue could be developed; that by reporting these events, those less active or less courageous would be encouraged to become more active through the example of the participants. The community walk attracted a small crowd to the "Walk Headquarters" for a wind-up coffee party. Some 140 persons attended. Many of these were predominantly family groups which points up the importance of fostering involvement in many kinds of fitness-promoting activities. (Rolf, 1977).

The "Bowl for Lunch" programme was directed at office workers in the business district. The intent was to have them bring a light snack to the bowling alleys and play a few games of five-pins during their lunch-hour. The alley operator co-operated by supplying a discount price for the games and a local supermarket supplied free fruit juice. A small response occurred. On day one, three persons showed up, on day two, ten persons showed up and on day three, sixteen persons showed up. (City of Lloydminster, 1974). The programme was not continued because the response was so low.

Nutrition Week

One week of the SHAPE-UP ALBERTA intervention was designated Nutrition Week. The intent was to highlight the issues of good nutrition in conjunction with the physical activity. The event included an article in each of the two newspapers and a feature treatment on an "open line show". (cf p.175).

Fitness and Nutrition Appraisals

The main service offered by SHAPE-UP ALBERTA was the fitness and nutrition appraisals. These included the following tests:

1. Administration of a preliminary screening questionnaire.
2. Six-minute bicycle ergometer test of aerobic endurance with continuous electro-cardiogram (ECG) monitoring, pre-test ECG and Blood Pressure (BP)

recording, intermittant ECG and BP recording during the test and three minute post-test ECG and BP recording.

3. Grip strength test.
4. Flexibility test:forward flexion, back extension and shoulder extension.
5. Muscular endurance test: pushups, situps and leg raises.
6. Body composition measurements: consisting of sub-cutaneous skin fold measurements taken at the triceps, subscapular, suprailiac, abdominal and juxta-nipple sites.
7. A short counselling session.
8. Twenty-four hour recall of food intake.

(Stothart, 1976:10)

In Lloydminster, some 216 persons were given fitness and nutrition appraisals. Table VI gives a breakdown of this number by age and sex.

TABLE VI

Lloydminster Fitness Appraisal Subjects by Age and Sex

	21-30	31-40	41-50	51-60	60+	Total
Men	31	24	21	4	1	81
Women	31	37	39	21	7	135
						216

(Edmonton Y.M.C.A., 1975)

The fitness test and the nutrition appraisal, as well as being motivational in intent, was the core of the educational programme of SHAPE-UP ALBERTA. It was intended to create a teachable moment when the individual test subject was confronted with his test scores which were interpreted by a SHAPE-UP team member. This was followed by a counselling session with the staff nutritionist who related body composition to food intake and energy output. Dietary errors were also pointed out. At the end of the session, the clients were given their test result booklet and a number of nutrition pamphlets. Additionally, they were invited to one of a number of lecture-slide presentations. At these sessions they were encouraged to question and discuss the issues of fitness and nutrition.

Instructor Training and Programme Development

SHAPE-UP ALBERTA sought to establish locally operated programmes and leadership as a means of directly addressing the issue of resource delivery. This was an expression of their second objective (cf p.149). This initiative used an imported American Y.M.C.A. programme called "Fitness Finders". It had been operating successfully in Edmonton.

The Fitness Finders Instructor Training Course was started shortly after the intervention began. Twenty-eight persons responded to advertisements which appeared in two local papers. The work of the Y.M.C.A. Consultant was well received by the instructor trainees. Of the twenty-eight candidates, fifteen were selected as the instructional group for the Fitness Finders classes. While only half of the original candidates were involved in the classes, there was little visible disappointment or resentment at "de-selection". This was explained as resulting from the general advertising for the Instructor Training Course. A number of those responding were looking for a fitness activity for themselves, not involvement as an instructor of others. They had been caught up in the general enthusiasm for fitness and had responded to the first opportunity that was presented. (Thorpe, 1977).

The implementation of the Instructor's Training Course was a major objective of SHAPE-UP Alberta" to develop programme leadership." This objective was fundamental to the third, "... established on-going programmes"(cf p.149).

The Fitness Finder classes under locally recruited and trained fitness instructors were started on 1 October 1974, one month after the start of the intervention. Two hundred and fifteen persons registered for the classes which were held in various school gymnasia. (Edmonton Y.M.C.A., 1974b). The composition of the classes was about 60-40 per cent females to males. There were no obese, persons, few blue-collar workers, very few older people, and significantly, few men over age forty. (Dmytryshyn, 1977).

Conclusion

Four weeks after the intervention was started by the Public Relations Person, the Fitness Finders' classes for the general public commenced. These were operated by the newly trained corps of fitness instructors who were assisted, at the first two classes, by members of the SHAPE-UP Alberta Testing Unit and the Y.M.C.A. resource person. After seven weeks of intensive proselytizing on behalf of fitness and nutrition, SHAPE-UP ALBERTA departed from Lloydminster leaving a Local Action Committee, a corps of novice fitness instructors, a programme of fitness classes and a positive feeling about the issue within the town.

The Effects of the Intervention

The following definitions are given to provide a framework for the discussion of the SHAPE-UP Lloydminster campaign.

Effects: This is defined to mean any visible group or individual activity that was related to or directly resulting from the SHAPE-UP ALBERTA campaign. Since there are many other influences impinging on the town, it is impossible to suggest causation of other than that which grew directly out of the SHAPE-UP Lloydminster campaign. For example, many people were observed jogging or cycling in the Spring following the campaign. Observers noted that certain of their friends and associates had taken off weight and were maintaining it. (Matheson, 1977). There is no way of knowing the origins of these behaviors so they will not be treated here. The concern will be with what was known to follow from the SHAPE-UP Lloydminster campaign.[26]

Immediate Effects: are those occurring in the first six weeks from the start of the intervention.

Short-term Effects: are those that occurred within six months of the Unit leaving the town.

Long-term Effects: are those that occurred after six months from the departure of the Testing Unit from Lloydminster.

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[26] It would be expected that other effects such as increases in awareness, changes in attitude to the issues of increased physical activity and better nutrition would have occurred. These were not measured so have not been included here with the obvious visible effects mentioned.

Immediate Effects

The SHAPE-UP ALBERTA campaign in Lloydminster came at a particularly fortuitous time for the Recreation Director who was finishing his first year on the job. He was looking for new, innovative programmes to develop and was particularly interested in widening the clientele of his department. A capital campaign was underway to raise funds for new recreation facilities so a wider public involvement in recreation was desirable. The offer from SHAPE-UP ALBERTA came right in the midst of planning the Fall programmes which made the integration of the SHAPE-UP ALBERTA programmes that much easier. It is notable too that Particip*action* (cf p.310 ff) had made its first thrust in Alberta in 1974 and had made use of the Lloydminster television station to promote physical fitness. Thus some ground had been broken in the promotion of sport and physical activity. (Dmytryshyn, 1977). Given these circumstances, SHAPE-UP Alberta's intervention in Lloydminster was timely indeed.

From the start of the intervention, the climate for SHAPE-UP ALBERTA was favourable. It is noteworthy that the initial meeting was able to draw fourteen interested people, even though it came in the last week of August, just prior to the harvest rush and when so many people were away town on summer vacations.

Attempts by the Public Relations Worker to arrange speaking engagements were immediately successful and the response by the various audiences was friendly and interested. (Bourne, 1977), (Gellert, 1977). A medical doctor in general practice reported favorably on the fitness presentation he had seen.

> The whole thing was really quite well done. It got people talking.
>
> (Hemstock, 1977)

The community involvement events were well attended but large crowds were not in evidence. The Fitness Testing Clinics filled rapidly and by the time the SHAPE-UP ALBERTA Unit arrived a waiting list of fifty had been created. (Edmonton Y.M.C.A., 1974a). By the start of the Fitness Finders classes there was a registration of 215 and a waiting list had been created. (City of Lloydminster, 1974). This represented a 717 per cent increase over the previous year's registration for fitness classes. Requests for Fitness Finders courses came from Paradise Valley, Marwayne, Vermillion and Dewberry. (Edmonton Y.M.C.A., 1974a).

By all accounts, SHAPE-UP ALBERTA and the activities it generated in Lloydminster were widely publicized, well known and of good report when the Unit left the town. This point was made strongly in all thirteen interviews conducted as part of this research.

TABLE VII

Direct Involvement of Local People in the Various Elements of the SHAPE-UP Lloydminster Campaign

	Number of People
SHAPE-UP Lloydminster Action Committee	12
Talks to Service Clubs and Fraternal Organizations (eight separate visitations)	186
Fitness and Nutrition Appraisal subjects	216
Fitness Finders Class Participants (four sessions of ten classes)	215
Participants in the Fitness Instructor Course	28
Special Events	169
Spectators at the Opening Ceremonies	200*

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*Independent estimations by four observers

Most of the above figures were derived by direct enumeration. People registered or appeared for an activity and were counted. There is some overlap between these groups which could be expected since there is a logical train of interest leading from a public event to a fitness appraisal, to participation in a fitness class. To sum them would be to exaggerate the total. To discount them because there is an overlap is to ignore the impact they represent. At the risk of attributing more significance to these figures than they merit, suffice it to say that the SHAPE-UP Lloydminster campaign reached a substantial portion of the eligible population. This conclusion is supported by the interviews with the knowledgeable observers. (Gellert, 1977), (Hemstock, 1977), (Dornstauder, 1977). Without exception they declared that the campaign had reached a large portion of the population.

> The promotional campaign was very effective.
> (Dornstauder, 1977)

Short-term Effects

> You can't discredit the fact that we got people thinking more about their physical fitness.
>
> (Thorpe, 1977)

Fitness and Nutrition Appraisals[27]

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[27] Information for this section was not included in any of the documents available to this research. The impressions recorded here are from a telephone call to the Director of the Testing Unit that travelled to Lloydminster in December 1974. (Stothart, 1980).

In December, 1974 a Fitness Testing Unit sponsored by SHAPE-UP ALBERTA returned to Lloydminster to conduct follow-up tests. This was part of the commitment of SHAPE-UP ALBERTA to revisit Lloydminster and was thought to have a motivational effect on the test subjects from the first Clinic. After the overwhelming interest displayed in the September Testing Clinic, the team was somewhat surprised by the weak response in December. In a three day period fewer than forty persons were tested. They were predominantly persons who had missed the September test with a sprinkling of enthusiasts from the Fitness Finders classes that were then concluding. While the data on the second Lloydminster testing session are lost, the Test Director recalled that on the whole, the test scores were no better than those seen at the first Clinic. In view of the shortness of the training period between the original Clinic and the re-test, the low frequency of the training sessions and the questionable intensity of the training, it is not surprising that an observable improvement could not be recalled. The SHAPE-UP Final Report of 1975 (Edmonton Y.M.C.A., 1975) makes no mention whatsoever of the re-test programme in Lloydminster. This is surprising in view of the concern of the Y.M.C.A. to demonstrate the efficacy of the SHAPE-UP programme. It is not unjustified, therefore, to suppose that this re-testing did not demonstrate a significant improvement in the physical fitness of the re-test participants.

Fitness Classes

After the departure of the SHAPE-UP ALBERTA Unit, the Fitness Finders courses continued to their conclusion in December. As might be expected with these kinds of activity programmes, there was a continuing attrition from them. By the end of the ten week session, attendance was down to fifty per cent of the enrolment. (Edmonton Y.M.C.A., 1975:19). Overall, the remaining participants were pleased with the programme. The instructors, most of whom had very little experience, were hard pressed to maintain an essential level of variety and innovation. They were relieved to be at the end of the programme and anxious to have more training before undertaking another course. (Little, 1977).

One of the problems inherent in the Fitness Finders programme was providing a programme with a wide appeal since it was offered to all ages and all fitness levels. The programme training literature taught how to provide a meaningful exercise programme for a mixed group and, in fact, a skilled exercise leader could do this. Nevertheless, the utmost skill and sensitivity is required to effectively lead a mixed class. In many cases the inexperienced instructors at Lloydminster were not able to do this. Drop-outs from the *Fitness Finders* classes included those who found very little challenge and those for whom the workload was too heavy. (Gulak, 1977). Another factor was that the mixed groups were not as compatible socially as was desirable for group solidarity. Middle-aged business men were uncomfortable with young teen-age girls as were young adults confronted by other people's young children. (Thorpe, 1977). In short, the experience of the instructors was not sufficient to meet these problems, with the result that many people lost their sense of commitment and began to withdraw. Word-of-mouth accounts of the classes must be assumed to have played a part in the low registration that occurred for the winter programme that followed. (Gulak, 1977).

The Local Action Committee

From its inception the SHAPE-UP Lloydminster Committee had difficulties. While the interested persons turned out to the early meetings, it was difficult to get them to accept specific responsibilities. The Recreation Director alludes to this in the SHAPE-UP ALBERTA Report of November 1974. (Edmonton Y.M.C.A., 1974b). He regretted that he had not enough time to adequately check out each member of the Committee before it began its operations. It appeared that his choice of a Chairman was unfortunate. While this individual was a high energy person in the community, he was not at all committed to the fitness and nutrition issues. He appeared to have more interest in the visibility the position provided him than in trying to get the job done. At the start the Lloydminster Committee functioned very much under the guidance of the Y.M.C.A. Consultant and SHAPE-UP ALBERTA's Public Relations Person. This dependence became so much of a concern to them that notes were exchanged stressing the importance of getting the Committee to take its own initiatives. (Bourne, 1974). At the third meeting of the group, the Chairman was absent and some lack of confidence in his commitment to action is seen in the minutes of that meeting where the Y.M.C.A. Consultant was asked to follow up on the Chairman to ensure a responsibility he had undertaken was fulfilled. (City of Lloydminster, 1974). Of the eight meetings in 1974 the Chairman attended three and it is significant that after the opening event was staged he never again attended.

There was also difficulty in filling the executive positions. The Vice-Chairmanship was not taken until the fourth meeting. The appointment of a Public Relations Officer for the SHAPE-UP Lloydminster Committee waited until five days before the SHAPE-UP ALBERTA's Public Relations Person was leaving for her next assignment. No volunteers came forward and in the end the Secretary-Treasurer put forward the name of her husband (without prior consultation). (City of Lloydminster, 1974).

Once the initial campaign was over and the Fitness Finders classes were operating, the Committee stopped its weekly meetings and began to meet every month. The Vice-Chairman presided at one of these and then did not attend any future meetings. An Acting Chairman presided over the remaining meetings.

Concern about the disintegration of the SHAPE-UP Lloydminster Committee can be inferred from a letter from the Y.M.C.A. Consultant dated 24 October 1974. (Little, 1974). In it, he attempts to describe the ideal operation of the SHAPE-UP Committee that they are "re-organizing" (sic). A brief mention was made about the letter as correspondence at the 30 October 1974 meeting. It is notable that in spite of a number of clear cut actions suggested by the letter, no action was taken, nor was the letter again mentioned in the minutes of subsequent meetings. (City of Lloydminster, 1974).

The Committee met twice after the so-called re-organization meeting. The main business was to sustain the *Fitness Finders* classes and to obtain further training for the instructors. Having assured that this was in hand, they adjourned on 11 December 1974 with the statement

> It is hoped that the remainder of the Committee will attend the next meeting...on Tuesday January 14, 1975...
> (City of Lloydminster, 1974)

It never happened.

By the Summer of 1975 the SHAPE-UP Lloydminster Committee had been out of operation eight months. The Winter *Fitness Finders* courses had been offered by the Recreation Department without the assistance of the Committee. Some difficulty was encountered in mustering sufficient instructors but this had been overcome by reducing the total number in each class.

Long-term Effects

The Support Programme

In the Spring of 1975, SHAPE-UP ALBERTA received word of its continued funding from the two sponsoring government departments. As a result, it at once began the design of a support programme for the towns already entered. This programme resulted from the field experience of the Unit and was made more salient by the directive of the new Minister of Recreation, Parks and Wildlife. In it the new Minister indicated that support for the existing SHAPE-UP towns should be the primary focus of the project as opposed to activating new towns.

Analysis of the various local committee reports indicated that the support programme of SHAPE-UP ALBERTA should be in four areas, namely:

a. Orientation and training of local committee members.

b. Development of new programme ideas and resources.

c. Improved instructor training through regular refresher clinics.

d. Development of a province-wide SHAPE-UP ALBERTA organization to create reinforcement of local committee initiatives. (Alberta Region Y.M.C.A., 1975a).

The support programme was based in part on an increase in visitations by field staff workers to the various first year towns. They attempted to provide resources and to maintain a continuing Y.M.C.A. emphasis within the SHAPE-UP ALBERTA contact. Support was provided also in the form of a SHAPE-UP Committee Manual (Alberta Region Y.M.C.A., 1975b), and a new fitness resource manual called *Shape Up and Live*. (Stothart, 1975b). The Committee

Manual was written at a how-to-do-it level. It contained organizational designs, philosphy, promotional ideas--resources on which a local group could base its own Shape-Up programme. Its main failing was its inability to come to grips with local problems and to supply the sense of excitement necessary to move people to action.

The *Shape-Up and Live* manual was written to replace the manual that had been used at the original interventions in 1974. Then, SHAPE-UP ALBERTA had used the American Y.M.C.A.'s *Fitness Finders* as the primary programme resource. (cf p.180). While it was quite acceptable on technical grounds, its distinctly American overtone was jarring to Canadian sensibilities. Also, it was thought to be expensive. (Little, 1977). Moreover, the nutrition information it presented, while generally correct, was out of touch with Nutrition Canada's statements about similar areas of nutrition. The SHAPE-UP ALBERTA staff nutritionists found themselves continually at odds with the information presented by the *Fitness Finders* programme. (Rolf, 1977).

It was with these considerations in mind that the Edmonton Y.M.C.A. commissioned the development of fitness programme resources that would have a purely Canadian emphasis and would draw on available research from Canadian sources. (Stewart, 1977). This work was undertaken in early 1975 but was extremely slow in completion.

In August 1975 a SHAPE-UP ALBERTA field member arranged to meet with members of the former SHAPE-UP Lloydminster Committee. She presented the newly developed SHAPE-UP ALBERTA Committee manual and attempted to generate some new enthusiasm. The group's response was positive. It was anxious to continue the association between Lloydminster and SHAPE-UP ALBERTA and was particularly keen to have an Instructor's Workshop. (Allman, 1975). This was arranged for the following September and was conducted by four SHAPE-UP ALBERTA staff members consisting of two physical educators and two nutritionists. A moderate response was received when some twelve persons attended the Workshop. The group was comprised of eight former instructors and four newly interested persons.

The effectiveness of the Workshop was marred by uncertainty about the fitness resource manual. The *Fitness Finders* manual had been superceded, but its replacement, the *Shape Up and Live* manual (Stothart, 1975a) was then unavailable. While this confusion existed, it became clear that the new manual would be substantially more expensive. This also was a source of uncertainty about the success of the

SHAPE-UP Lloydminster programme.

The SHAPE-UP ALBERTA instructional team was dismayed at the low response to the Workshop compared to the previous year. (Stothart, 1975a). The SHAPE-UP ALBERTA Annual Report for 1975-76 discusses the low response from the instructors' groups that occurred in all SHAPE-UP towns. It makes the following observations:

> The response to the September Workshops was disappointing....there was a fraction of the group we had originally worked with. Analysis suggests two factors operat(ing)...:
>
> 1. The timing of the clinics was inappropriate....
> 2. The (low) number of instructors...more accurately reflected the local interest than the large groups that appeared...in the enthusiasm around the first intervention.
>
> (SHAPE-UP Alberta, 1976)

There were nevertheless, sufficient instructors for the fall programme of SHAPE-UP Lloydminster and the programme proceeded as planned.

The response by the public to the classes was much reduced from the previous year. Where capacity classes were reported (cf p.184) in 1974, the four courses offered in September 1975 operated with between fifteen to twenty enrolments each. This notwithstanding, the total enrolment was still 233 per cent greater than the enrolment before SHAPE-UP Alberta's first intervention in 1974.

Having once launched the SHAPE-UP Lloydminster fitness classes, the Committee did not meet again. The Chairman travelled to Edmonton to attend a SHAPE-UP ALBERTA seminar for local committee workers in December of 1975. He indicated there that the Lloydminster group would continue to operate. Reports of further meetings are either lost or non-existent. The Recreation Director indicated that the Committee ceased to exist after the Spring of 1976. (Dmytryshyn, 1977).

In January of 1976 another Instructor's Workshop was held which attracted six participants. Three weeks following this the Winter registration was held. The four SHAPE-UP classes, as they were then called, enrolled sixty-eight participants most of whom had been in the Fall classes. (Gulak, 1977). In the Fall of 1976 the SHAPE-UP ALBERTA classes were again offered but under the Continuing Education Division of Lakeland College in Lloydminster. The association with SHAPE-UP ALBERTA and the Edmonton Y.M.C.A. did not continue.

Conclusion

The SHAPE-UP Lloydminster promotional campaign produced wide interest and enthusiasm about the programme of testing and fitness classes offered in September 1974. However this study has documented an apparent steady decline in these effects. It is not the writer's intention to suggest that the interest about fitness and nutrition in Lloydminster has disappeared. To state this as a conclusion would require a different type of research than has been done. The decline and disappearance of the SHAPE-UP Lloydminster organization has been documented as has the decline in the numbers of people involved in the SHAPE-UP ALBERTA classes.

The problems of maintaining a working committee and developing a trained instructional staff demanded too much from the members of the SHAPE-UP Lloydminster Committee. They had no time for the other functions needed to maintain a strong presence in the community. Once they had met the immediate problem of recruiting and training fitness instructors, they were content to let that suffice. SHAPE-UP Lloydminster created nothing new and was relieved to pass its responsibility back to the Recreation Department.

Another part of SHAPE-UP Lloydminster's problem was centred in the community intervention methodology of SHAPE-UP Alberta. The energetic promotional campaign may have raised unrealistic expectations which could not be realized. In this regard Zaltman (1973:193) observed:

> Many social change programmes have failed for lack of appreciation of the essential relationships between...expectancies of change...and the availability of channels for action...

For the average person, Lloydminster had relatively few action channels beyond the fitness classes, so a decay in enthusiasm might be expected.

In the space of fourteen months, the town of Lloydminster went from a high level of excitement about the issues back to normal. But perhaps this is too pessimistic an assessment. Subjective comments about the state of interest in physical activity there suggests that something still remains.

> It sort of brought people to thinking they wanted to get out and do something.
>
> (Williams, 1977)

Analysis

The General Strategy

The strategy employed to achieve the objectives of the SHAPE-UP ALBERTA project has been described (cf p.162). Its various elements are discussed and analysed in the sections that follow.

The Promotional Campaign

Lazarfeld & Merton (1949:459) detail three conditions necessary for the use of mass media in a propaganda situation. These were present in the Lloydminster situation in varying degrees.

Monopolization of the media is a required condition. It can be a situation where all media are co-opted by the cause being propagandized. More commonly it is an absence of countervaling propaganda. While SHAPE-UP Lloydminster was not able to completely co-opt the local news media, it was able to present its message through radio, press and television largely without being confronted by counter-propaganda. In this respect, at least, a partial condition of monopoly existed during the campaign.

Supplementation involves the follow-up of mass media efforts with face to face contacts. These give force and credibility to the campaign. Thus, the campaign issues can be tested through the behavior and recommendations of respected people. The SHAPE-UP ALBERTA staff created this condition in their frequent appearance at various public happenings where they were easily accessible to the local people. They were able to discuss and to interact with them. Moreover, their accessibility permitted local people to test out how credible they were.

The other important feature supplementing the mass media effort was the 216 test subjects and the 28 fitness instructors. Each of these became an "instant expert". Having been closely involved with SHAPE-UP ALBERTA they were able to act as a strong source of word-of-mouth advertisement. That they were not used as communicators for the programme is one of the failures of this information campaign. Nevertheless, without a planned programme to make use of them as word-of-mouth communicators, they were still potentially a potent source of interaction with other locals.

Lazarfeldt and Merton's third condition deals with the existence of an attitude base or channel for the issue being advanced by the propaganda. They called this *Canalization*. In Lloydminster the attitude to physical fitness and nutrition was described as being "like motherhood". "No one will knock fitness" said the Minister of Culture, Youth and Recreation. (Schmidt, 1974). Research studies bear this out. (Burgess, 1973:123), (Wilson, 1972:64), (Murphy, 1969:80), (Semotiuk, 1967:158), have all indicated that positive attitudes to physical activity existed in their various test populations. It is important to note that the attitudinal dispositions reported in these studies did not require a commitment to action about fitness. The existence of this general attitudinal disposition, coupled with the yearly expectations of a Fall programme, and a favorable pre-disposition to the fitness and nutrition issues could be expected. Thus the circumstances around the SHAPE-UP ALBERTA campaign were at least favorable and the Public Relations Person was able to capitalize on this.

Special Events

These were staged to ensure the widest participation and they developed a community solidarity about the issue. The use of community leaders to endorse the campaign, the identification of the corporate town with it, through the mayor and town officials, left no doubt that the *event*[28] was fully endorsed. Practically none of the town leaders became involved in the issues of fitness and nutrition. Even the SHAPE-UP Lloydminster Committee Chairman withdrew after the "event". As was pointed out, fitness is a "motherhood issue". It is, so long as it is kept at a distance. Once it begins to threaten changes in one's personal lifestyle, individuals react in different ways. The promotional campaign involved all kinds of people in events. (Hemstock, 1977). Once it had done this, it apparently ceased to be a continuing force for behavior change. Most of those who continued to be involved were those who were activity oriented before the campaign. A SHAPE-UP Lloydminster Committee member summed up the situation as follows:

> ...those who were interested initially in physical fitness...are continuing on.... The others have...fallen by the wayside.
> (Gulak, 1977)

In summary, the promotional campaign was most successful in raising awareness. A large portion of the population knew about SHAPE-UP ALBERTA, the Fitness and Nutrition Appraisals and the *Fitness Finders* classes. It was less successful in eliciting behavior, with five per cent of the population participating once in an event or happening, and three per cent actually involved in a continuing activity.

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[28] The point here is that the Mayor and town officials were prepared to support a public event that was a one-time happening. Their involvement in the fitness and lifestyle issues would have represented the highest kind of endorsement. This they withheld.

Since the primary function of an information campaign is to inform, it must be concluded that this aspect of the SHAPE-UP ALBERTA project was successful.

Education Through the Mass Media

One of the primary objectives of SHAPE-UP ALBERTA was to motivate and educate. The following is an analysis of the educational aspect of the campaign as carried out through the local paper.

In 1975 the Lloydminster local papers, had circulations of 11,200 and 9,800 respectively. They reached the nearby communities of Paradise Valley, Marwayne, Dewberry and Vermillion. The Audit Bureau of Circulation (1974) indicated a readership of two persons per circulated copy of a weekly newspaper in Alberta. Based on this, the readership of these newspapers was at least 32,000.[29] The Bureau also reports that a weekly newspaper is generally read from cover to cover, unlike an urban daily which is read quite selectively. In short, it is suggested that all news stories pertaining to SHAPE-UP Lloydminster were read by a large proportion of the 32,000 readers in the region in and around the town and surrounding area.

In the period of the SHAPE-UP Lloydminster intervention in Lloydminster, there were seven editions of the two papers. In all, some 222.5 column inches of space were printed. They were comprised of news items, photographs and advertisements about the SHAPE-UP Lloydminster campaign. A breakdown of these figures appears in Table VIII.

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[29] An overlap in readership of 50 per cent is considered normal in towns with two daily newspapers. (Audit Bureau of Circulation, 1974)

TABLE VIII

Page Space Devoted to SHAPE-UP ALBERTA Campaign

Lloydminster

27 August - 10 October 1974

News Copy	--	194.5 column inches
Photographs	--	41.0 column inches
Display Advertisement	--	102.0 column inches

In light of the SHAPE-UP objective to educate and motivate about fitness and nutrition the following content analysis of the copy and photographs is instructive. For the purpose of this analysis the copy has been put into three classifications:

a. *Information*: That having to do with time, date, place, individuals involved, description of activities, fees necessary, procedures to be involved, etc.

b. *Education*: That dealing with specific facts related to the issue (e.g.) "One pound of body fat results from an excess of 3,500 calories of food intake." "The elements of physical fitness are cardiovascular endurance, flexibility, strength,...etc."

c. *Exhortation*: That revealing efforts to exhort people to attend or participate in events or functions. Encouragement to be fit for health reasons. Scare messages--"be fit or have a heart attack".

Table IX is a display of this data based on the above classifications. It can be readily seen in Table IX that the use of the news media in Lloydminster was largely for information purposes. While it informed the audience of the facts about the campaign, it dealt very little with the specifics of improved physical fitness and nutrition.

In this regard, it was indicated by the former Public Relations Person that the material submitted for publication to the two papers had, perforce, to deal with the basic who, what, where, when and why of journalism. It was felt that long instructive articles on fitness or nutrition would not hold a readership. Thus the educational objective of the Lloydminster intervention was not met to any significant extent through the print media.

TABLE IX

Content Analysis of Materials Pertaining to the SHAPE-UP Campaign that Appeared in the Two Lloydminster Newspapers 29 August - 10 October 1974

	Content in Column Inches			
	Total	Information	Education	Exhortation
News Copy	194.5 (58%)	125.5 (65%)	54.75 (28%)	14.5 (7%)
Photographs	41 (12%)	41 (100%)	---	---
Advertisements	102 (30%)	102 (100%)	---	---
Total	337.5 (100%)	268.5 (80%)	54.75 (16%)	14.5 (7%)

Fitness Appraisals as a Means to Action

One of the assumptions implicit in the early conceptualizing of the SHAPE-UP ALBERTA project was that a fitness and nutrition appraisal has a motivating effect on a test subject. This was not borne out by the results. The low rate of return for the re-test supports this assertion. (Stothart, 1980). Comparison between the numbers tested (216) and the numbers registered for the classes (215) do not favorably show the motivational effect of the testing, particularly in light of the fact that many of those registering for the classes were under twenty-one and so did not participate in the fitness testing. (Haugth, 1977). It is true that some test subjects were impelled to register for the classes, but it is equally true that most of them did very little beyond verbalize about their experience.

The following rationale is suggested for this apparent failure of the fitness and nutrition appraisals to change behavior.

It should be remembered that the registration for an appraisal resulted from an energetic promotional campaign which involved use of radio and television. It involved many of the town leaders and reached most of the significant social groups there.

The novelty and the chance to be on the inside of a current event seems to have featured heavily in the reasons for being involved. "Many of the people were more curiosity seekers than anything else." (Burns, 1977). A number of interview respondants supported this comment.

The fitness appraisal is widely used as a screening instrument or to establish base-line fitness levels. It provides a means of directing the test subject into appropriate activities. In its origins it was used with university professors, senior management executives, scientists and professional people. Most of these people were well educated and in possession of a value system that dealt with facts in a rational way. Cureton's (1947:512) early work with Y.M.C.A. business-men's groups typifies this approach.

Most fitness tests have a substantial fee and require certain behaviors of the subject before starting. Thus, in the classic fitness testing situation, the individual test subject arrives in a state of readiness that pre-disposes him to act on the results. The individual can be said to be already motivated.

In the situation of the free tests offered in Lloydminster, many individuals arrived at the test with no clear idea of what it was about and no commitment to anything beyond the situation itself. (Burns, 1977). They were not unlike the person who fills out a personality inventory for the sake of curiosity. They have no intention of changing themselves. If the results are complimentary, they talk about it. If negative, they forget about it.

Evidence of this was seen in the great difficulty experienced by the SHAPE-UP ALBERTA staff in attracting test subjects to the public talk and slide presentation. (Edmonton Y.M.C.A., 1975:50). This was designed as a follow-up of the fitness test interpretation to provide ideas and resources for improving personal fitness and nutrition. It appears that most subjects had their curiosity satisfied by participating in the test. Once this happened, they did not want to know more.

It is difficult to determine how all 216 subjects responded to their test results. It is known that some took action through the *Fitness Finders* classes but this proved to be a temporary solution to the problems disclosed to them. In view of the poor response to the re-test, and the subsequent decline of the *Fitness Finders* classes, the efficacy of a free fitness appraisal as a motivator is cast into doubt. This seems to be particularly so if the free test is the subject of an intensive promotional campaign.

The *Fitness Finders* Classes Resource Delivery

Fitness Finders was a programme imported into Canada from the U.S.A. It had been tried with some success in metropolitan Edmonton by the Y.M.C.A. *Fitness Finders* was a gymnasium-based programme which employed volunteer leaders who were provided with special training. Its fundamental concepts appear to be sound.

It attempted to present physical activity with as much innovation and fun as possible while combining it with a well planned educational component. It used a participant's manual, accurate record-keeping of personal progress plus many self-testing and motivating activities. It was offered to all comers: men, women, children, families.

From the start, many professional physical educators had reservations about it. Most of these centred on three concerns. One was the quality of the volunteer instructors. It was apparent that the thirty hours training course they took was insufficient to produce an instructor with enough expertise to operate the programme without regular supervision. One other reservation was the capability of the course structure to deal with second and third time participants. Having once been through the course they had been exposed to the full range of the material which was highly simplified. Subsequent courses would have required that the teaching materials be changed or made more complex. This was beyond the capabilities of most new instructors.

In short, the lack of experienced instructors, the necessity to teach to a low common fitness level and the limitations of the teaching material were limiting factors in the success of the *Fitness Finders* programme. In Edmonton this was met by regular in-service training of instructors. The fact that in Edmonton many who turned out for the training courses came with experience from established fitness programmes was an assist. Many were physical education students wishing to gain further experience.

In the rural areas these conditions were not obtained as easily. The supervision necessary to maintain control of course quality was limited to an occasional telephone call from the Y.M.C.A. Consultant. Mixed fitness classes are even a challenge to an experienced instructor. To an inexperienced one they could only present insuperable problems.

Interviews with class participants gave some indication of the problems. The very fit individual found no challenge and resented the attempt to turn the evening into a social event. The young singles resented being forced to put up with other people's young children in the class. (Haughth, 1977). Older men found it embarrassing to be rolling on the floor with a group of giggling high school girls. (Fisher, 1977). An instructor reported that the exercises were too difficult for many people. (Thorpe, 1977). Considering that each course operated one night a week, it is difficult to understand how the fitness of the participants was expected to improve.

In summary, it appears that what had been a good idea given the appropriate expertise and supervision in

Edmonton, failed to sustain the early enthusiasm in Lloydminster that had been generated by the promotional campaign.

It should be noted also, that the support for the local programmes that had been planned in the original SHAPE-UP ALBERTA scheme was insufficient and difficult to mobilize. The Metroplitan Y.M.C.A.'s involved made a supreme effort to make staff available for this function. The loading of their own programmes was too heavy to release staff workers to the extent they were needed. As soon as they had met their 75 hour commitment to SHAPE-UP ALBERTA they withdrew their consulting service immediately. The local instructors at this point were beginning to feel the need for extra resources which then became unavailable. This was a source of considerable aggrievement in the towns entered by SHAPE-UP ALBERTA.

There is a fundamental question as to the wisdom of introducing a foreign programme into a small community. A regular night of "pure" exercise is a foreign import in rural Alberta. The strategies of introducing innovation to a community or setting up a distributorship for a new product were violated in the establishment of the Fitness Finders classes.

Rogers (1962:263) noted that an innovation is more successfully diffused in a population if it is compatible with the local norms and values. Zaltman

(1973:128) noted that the effectiveness of the early agricultural extension workers lay in their ability to have a new idea seem to arise in the locality rather than to come as a foreign import. In marketing terms, the success of a product lies in its availability to the market and also in the capacity of the supplier to service the local distributors. (Kotler, 1972:592). These tenets were violated in the establishment of the *Fitness Finders* classes with the result that in a relatively short time they disappeared from Lloydminster.

The Local Action Committee

The SHAPE-UP Lloydminster Committee operated sporadically before quietly expiring in the Winter of 1975. Three fundamental problems caused its demise. The first problem had to do with the nature of the Committee, its Chairman and with its orientation to the role it was to play in Lloydminster.

The Committee was a group selected by the Recreation Director in consultation with the Public Relations Person. The members were selected on the basis of their ability to get things done. It is interesting to note that of the original Committee members, only two were directly involved in fitness. The Chairman was a high energy, community-involved person and most other members were heavily into community activities. (Little, 1977).

The original Committee was comprised of:

1. One Lawyer.
2. Two physical education teachers.
3. Four business men.
4. One manager of a sporting goods store.
5. One representative of the Town Council.
6. One representative of the Recreation Board.
7. One clergyman.

A committee of "doers" has an obvious functional appeal if the staging of an event is the goal. If there are goals that require a deeper sensitivity to the issues and which require a continuing involvement to achieve them, this configuration of people seem unlikely to be effective in the long run. This was the case in Lloydminster. The Committee by its nature was concerned with staging the SHAPE-UP Lloydminster campaign. It had no other goals. The Recreation Director stated,

> Short-term goals were established but these dealt with getting the maximum number of people tested and a full enrolment in the (fitness) classes. There wasn't (any) long-term planning.
> (Dmytryshyn, 1977)

With a task orientation and limited time-frame, the Committee could have no effective life beyond the intervention. In Bale's terms (1951:49) the Committee identified a problem (with the aid of the Public Relations Person), adopted a specific action path to obtain a solution (this, additionally suggested by the Public Relations Worker) and then, with prodding, proceeded to work towards it. Once the goal was achieved, motivation was reduced and with it the *raison d'etre* of the Committee.

In effect the SHAPE-UP Lloydminster Committee was a service group for the SHAPE-UP ALBERTA project. At the start it commanded the attention and resources of the community. Through resignations and a lack of genuine interest in the issues, the Committee lost its impact. At the end it was concerned with the conduct of the fitness classes which were then patronized by a very small portion of the population. It had become irrelevant.

The second problem had to do with the capacity of the Committee to meet the fitness and nutrition needs of the community with the pre-packaged Y.M.C.A's programme.

While the intervention criteria prevented a duplication of services between that available through SHAPE-UP ALBERTA and what was on-going in the town, the criteria did not allow for the possible lack of demand for organized exercise. The criteria established that there was a positive climate; that the town was innovative enough to accept a fitness and nutrition campaign. The campaign was seen as desirable by the Recreation Director because it highlighted the fitness issues which could be used to justify new recreation facilities which were then the focus of a promotional campaign. Lloydminster appeared able and willing to mount the campaign which it did with good effect. It did not, nor was it required to demonstrate the need for the SHAPE-UP ALBERTA programmes. The real issues of changes in personal behavior by the citizens was not addressed. Nor was the problem of supporting individual fitness initiatives with community resources.

At a superficial level, SHAPE-UP ALBERTA offered a chance to deal directly with an issue that had been highlighted in the public attention through energetic promotional techniques. It did not address the fundamental social change problems except in a simplistic way. Once this had been done, the issues became non-issues as other community interests came to the fore.

The SHAPE-UP Lloydminster Committee became so engrossed in the task of activating their community that no one ever asked the (now) obvious questions about the efficacy of fitness and nutrition appraisals in eliciting behavior changes. "Behavior change never entered our discussions." (Bourne, 1977). The goals of a full roster of fitness instructors, of overflowing fitness classes, prevented the examination of what the community needed to improve its fitness and nutrition. No one asked these questions because they were impressed by the SHAPE-UP ALBERTA programme which seemed such an obvious and direct way to solve the problem. When asked if the fitness issue had been considered in terms other that the training of instructors for organized classes, almost all interview respondents indicated that it had not. They indicated that programmes to facilitate individual fitness behavior were never discussed. (Dmytryshyn, 1977), (Thorpe, 1977).

A third problem with the SHAPE-UP Lloydminster Committee had to do with its role in the community. After it had completed the initial intervention in September 1974, SHAPE-UP ALBERTA left Lloydminster with the Local Action Committee in the process of disintegration. However, it was able to organize the instructors for the Winter 1975 Fitness Finders classes before ending their business.

In the Summer of 1975, the new support from SHAPE-UP ALBERTA (cf p.192) resulted in reactivation of the Committee. Part of SHAPE-UP Alberta's new effort was to try to elicit local initiatives in physical activity and nutrition. The organizers envisaged the local SHAPE-UP ALBERTA Committee as a programme developer that would aid the Recreation Department. The Lloydminster Recreation Director objected to this new role because it put him at cross-purposes with the SHAPE-UP Lloydminster Committee:

> The thing I didn't agree with was...to operate through this local Committee things like tennis clinics, cross-country skiing clinics...and initiate new programmes instead of working with organizations that already existed in the community.
>
> (Dmytryshyn, 1977)

Thus the re-activated SHAPE-UP Lloydminster Committee lost the whole-hearted support of the Recreation Department. Coincidental with this was the loss of both the representatives from the Town Council and the Recreation Board. They stopped attending Committee meetings. This seemed to stem from the nature of the Committee's activities which were largely directed at sustaining the SHAPE-UP ALBERTA instructors and classes. (Matheson, 1977). This compounded the problems of the SHAPE-UP Lloydminster Committee because it was representative of no group or organization. It wielded no power other than that of the individual members. Its task orientation prevented it dealing with "group maintenance" issues such as a set of goals and objectives. It did not become properly constituted. It did not establish formal relationships with allied agencies. As a result, it lacked integration into the political structure of the town. Warren (1963:277), discussing horizontal integration of a community describes one of the functions of a social unit, which is to bring to bear on a community the various impacts from outside and at the same time transmit the impact of the community system on to the outside community.

If the SHAPE-UP Committee can be called a social unit, it was one without local integration and without a channel for influence on the greater SHAPE-UP ALBERTA organization. As a group without power or influence, it had no reason to stay in business.

Summary

The intervention in the Town of Lloydminster by the Y.M.C.A.'s SHAPE-UP ALBERTA project has been described. In terms of its three objectives, it failed to have any lasting effect. Its initial success was attributed to the timeliness and the skill of the promotional campaign.

The subsequent decline of the programme resulted from pre-conceptions about the need for organized fitness classes and about the effect of fitness and nutrition appraisals on the behavior of individuals. These were based on a number of invalid assumptions about the behavior of people in respect to the fitness and nutrition issues.

A lack of community support for the programmes that were developed and the temporary nature of the Local Action Committee combined to prevent the support programme developed by SHAPE-UP ALBERTA from having an effect.

The residual of positive feeling about the campaign issues in Lloydminster has resulted in a generally higher level of participation in various sports and physical activity as reported by local observers.

VI. Case Study Three: Action B.C.

A. Introduction

The 1972 Conference on Fitness and Health sponsored by the Canadian Government, Department of National Health and Welfare produced a number of recommendations that were designed to improve the physical fitness of Canadians. (Government of Canada, 1974:124) These placed a major responsibility for action planning for health and fitness on provincial governments. In response to this a number of the provinces attempted initiatives of various kinds. In British Columbia a subsequent Conference was held during November, 1973 in Richmond, B.C., which brought together educators, medical and fitness experts from across the province.

The intent was to initiate and to facilitate community action on health and lifestyle issues. (Action B.C., 1974b:3). At this Conference the formation of Action British Columbia hereafter called Action B.C., was announced by the Hon. Dennis Cocke, Minister of Health, Province of British Columbia. (Cocke, 1973). The formation of Action B.C. and its effort to fulfill its mandate during the period 1974-76 is the subject of this case study.

B. A Description of Action B.C.

The Origins

In the early 1970's concern about the state of national fitness resulted in a number of federally sponsored conferences on various aspects of sports and fitness. These were attended by health and fitness workers from across the country. An initiative by the Federal Government resulted in the formation of Particip*action* in 1972. This organization was directed towards heightening public awareness about physical fitness. As a result, various provincial governments began to look at the Particip*action* model and to formulate plans for similar initiatives.

Returning from Ottawa, where they had attended the 1972 Conference, two B.C. workers entered into a conversation. They were Dr. David Chisholm, a Preventative Medicine Consultant to the B.C. Department of Health, and Mr. William Owen, the Programme Director of the Vancouver Metropolitan Y.M.C.A. They both identified a need for direct action in the area of preventative health. (Owen, 1977). To this end they conceived the idea of a province-wide Conference on Health and Physical Activity.

Through their mutual acquaintance with the Provincial Minister of Health, they were able to gain acceptance of this concept by the Government of B.C. Having received approval for the Conference, they formed a working team which organized and carried off the event.[30]

It was at this Conference that a group of ten prominent professionals in the Health and Fitness field approached the Minister of Health with a suggestion that an organization be formed in British Columbia to promote fitness and health. (Owen, 1977). The suggestion was made that this organization be called Particip*action* B.C. The Minister was enthusiastic about the concept but much less enthusiastic about the name. He was not in favour of a provincially funded body carrying the name of an organization that was a creature of the Federal Government. (Owen, 1977). In order to meet this objection, the group coined the name Action B.C. which proved to be an acceptable compromise.

The Minister announced the formation of Action B.C. in his closing address to the Conference:

> ...we're going to set up an organization in this province called Action B.C....It's going to be...small group of generators...They're going to provide advice...and they're going to provide initiative.... ...we're going to spend money on it.
> (Cocke, 1973)

At that time, he announced also that he would appoint the first Board of Directors. When this was done, their first task was to prepare a formal proposal to the Minister designing the constitution and describing the structure of the Board. Further, the new Board of Directors were asked to submit a position paper on the proposed role and function of the new organization. (Action B.C., 1974c). This was submitted to the Minister in January, 1974 and was accepted with minor revisions. The proceedings of the November Conference were published in early 1974 and a set of four objectives were listed for Action B.C. These were:

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[30] B.C. Conference on Health and Physical Activity, Richmond, B.C. 1-3 November, 1973.

1. Develop and foster public consciousness of health in its broadest aspects both curative and preventative.
2. Provide a vehicle for interdisciplinary cooperation.
3. Provide a vehicle for open two-way communications between community and government.
4. Provide to communities or interested groups, information and resources where necessary. (Action B.C., 1974b:3).

A director and co-director were appointed and the Action B.C. organization began to define its *modus operandi*.

The Concept

A clear concept of Action B.C. did not quickly emerge from early discussions.

> We got organized before the concept was totally solidified in our minds.
>
> (Owen, 1977)

One objective was clear, however, that was the concern to take direct action.

> We're really trying to say let's not (just) talk about it, let's...show some activity going on.
>
> (Owen, 1973)

From the start, certain principles were accepted as guiding the operation of Action B.C. "We would not be part of the delivery system" (for health and fitness). (McKeen, 1977). "We would be prodders, stimulators--a catalyst". (Owen, 1977). "We're a facilitating agency". (Kulak, 1977).

A promotional pamphlet published in the Fall of 1974 gives a broad interpretation of its mandate. (Action B.C., 1974a). "Action B.C. is ideas; is communication; is a community action; is motivation; is involvement." This interpretation of their mandate gave ample scope for whatever ventures seemed appropriate to the Board of Directors.

Action B.C. adopted a facilitator role to articulate with the agencies attempting to deliver health and lifestyle information and programmes. It would initiate where initiatives were previously lacking. It would demonstrate where demonstrations were needed. It would highlight the health and lifestyle issues and raise the consciousness of specific publics about health and lifestyle. It would mobilize and direct resources where they were required. (McKeen, 1977).

Above all, the dominating feature of Action B.C. was that of an alertness to opportunities and a flexibility that allowed it to develop initiatives of various kinds.

> We have no pre-conceived ideas about how best to get people of B.C. moving. We're not going to put all our eggs in one basket. Fitness testing may be useful in some circumstances just as nutrition counselling or an anti-smoking programme may be more effective in another. ....We hope to keep testing the market and responding with the right products. We want to meet real needs.
>
> (McKeen,1975)

Relationship to Government

The Minister of Health defined Action B.C.'s relationship to Government in his announcement speech.

> ...We think that ABC has to be independent (sic) of Government.

and:

> We want to keep this (ABC) in the area where it's more directly concerned.
>
> (Cocke, 1973)

From the outset Action B.C. has sought to maintain this separation from government. As Owen stated:

> We saw ourselves as...not part of the government... We didn't want to be a government agency so we made sure that the staff was reportable to the Board so that they didn't become civil servants....
>
> (1977)

It was felt that any organization, be it a Crown Corporation or an arm of Government, would lack the flexibility to move quickly into the various areas and situations. Moreover, it was believed that if Action B.C. was directly tied into a government department, its services would inevitably be more costly than if they were offered by a private agency. Another consideration was that if Action B.C., became tied in to Government, it would lose its potential to become self-funding.

In short, the private agency option offered a lower cost to effectiveness ratio and a greater flexibility in operational design. (Cocke, 1979). This was the rationale for Action B.C. becoming a non-profit agency under the Societies Act of British Columbia.

The Constitution and By-Laws

Action B.C. was registered as a non-profit society under the Societies Act of British Columbia on 1 April, 1975.

The objectives set out out by the constitution of Action B.C. were:

1. to develop and foster public awareness of health in its broadest aspects, both preventative and curative;
2. to provide a vehicle for two-way communication between the community and the Government in relation to health matters.
3. to provide a vehicle for inter-disciplinary communications amongst disciplines concerned with aspects of health;
4. to provide to communities and interested groups information and resources concerning health and related matters;
5. to provide for such other charitable purposes that may in the discretion of the directors of the society appear to contribute to the promotion, advancement, encouragement or development of a high level of physical fitness in British Columbia.

(Action B.C., 1975)

The "by-laws" of Action B.C. provide for a Board of Directors comprised of seven members. The members of the Board of Directors are also the only members of the Society. Provision was made for an Advisory Council that may be created by the Board of Directors for "special purposes as circumstances warrant." (Action B.C.,1975).

The society has two co-executive directors who report to the Board of Directors but who were appointed by the Minister. While nominally and legally the Minister retained ultimate control, policy-making was primarily under the direction of the Board of Directors with the day-to-day operations under the decision making powers of the co-directors.

Ultimate control of Action B.C. is vested in the Minister who, by the constitution, appoints, re-appoints or replaces board members. The minister also has final authority on changes in the by-laws and constitution.

The constitution reflects the concern of the Minister that an instrument be created that could deal with the pressing problems of health and fitness. At the same time it gives the Minister of Health absolute control over the affairs of the Action B.C. Society through the appointment of the staff and the Board of Directors, all of whom were selected to bring to the organization unique skills and experience.

Board of Directors

The members of the Board of Directors were selected by the Minister of Health so as to provide input from the various disciplines concerned with health and lifestyle. The composition of the Action B.C. Board was as follows:

- Chairman: Physical Educator, Y.M.C.A. Executive.
- Secretary-Treasurer: Public Health Nurse, Nursing Research Consultant.
- Vice-Chairman: Nutritionist, President, B.C. Dietetic Association.
- Board Member: Physical Educator, School Physical Education Consultant.
- Board Member: Medical Doctor, Provincial Occupational

Health Department..

- Board Member: Business Man, Insurance Executive.
- Board Member: Rehabilitation Specialist, Paraplegic Society Director.

Most of the Board members had been active at the initiating Conference and were well known for their work on other interdisciplinary projects. (Cocke, 1979).

Staff

It is notable that the Action B.C. organization has co-executive directors. This situation grew out of the early organizational discussions. At the start, the Minister of Health had wanted to appoint as Executive Director, a person well known to him through his political party. The appointment of this individual, who was deemed to be highly competent, was thought by some to be an appointment that had political overtones. On the other hand, the alternative candidate who was regarded as equally qualified was completely unknown to the Minister. This conflict of opinions was resolved by creating co-executive directorships and further, by enshrining this arrangement in the constitution. (Owen, 1977).

The co-executive directorship brought together two contrasting sets of skills and experience. One individual had a wide background in the Y.M.C.A. and with the Provincial Government's Youth Secretariat. The other had been an educator and a successful political organizer. It is notable that neither came from the health professions and that neither of them were physical educators.

In short, the executive direction of Action B.C. was based on demonstrated capacity to get things done rather than on high academic qualifications or great technical expertise.

Action B.C. slowly acquired full time staff. With the opening of an office in January, 1974, a secretary receptionist was hired. A marketing manager, was hired in the Spring of 1974. In a 1975 interview an executive-director stated the position of Action B.C. on acquiring personnel:

> We are not going to saddle ourselves with a lot of people who have to be paid and supervised. Our goal is to promote health and lifestyle. If we can do this by contracting out, it's better economy than taking a lot of bodies on staff. As the demand (for services) grows, we'll have enough work for full time people. Then we'll get them.
>
> (McKeen, 1975)

As the various areas of its operations grew, Action B.C. added staff. In the Summer of 1975, a Technical Director was hired. Following this education graduates were hired on a ten month contract. They were employed in setting up the fitness testing location under the direction of a Technical Director.

In November 1975, two full time staff workers were hired. These were physical education graduates with expertise in fitness testing. One was assigned to operate the fitness testing unit at the Pacific National Exhibition and the other to developing the mobile operation which began in January 1976.

By the Summer of 1977 Action B.C. had grown to a full time staff of seven workers:

- Two Executive Directors
- One Technical Director
- One Marketing Manager
- Two Physical Educators
- One Steno-receptionist.

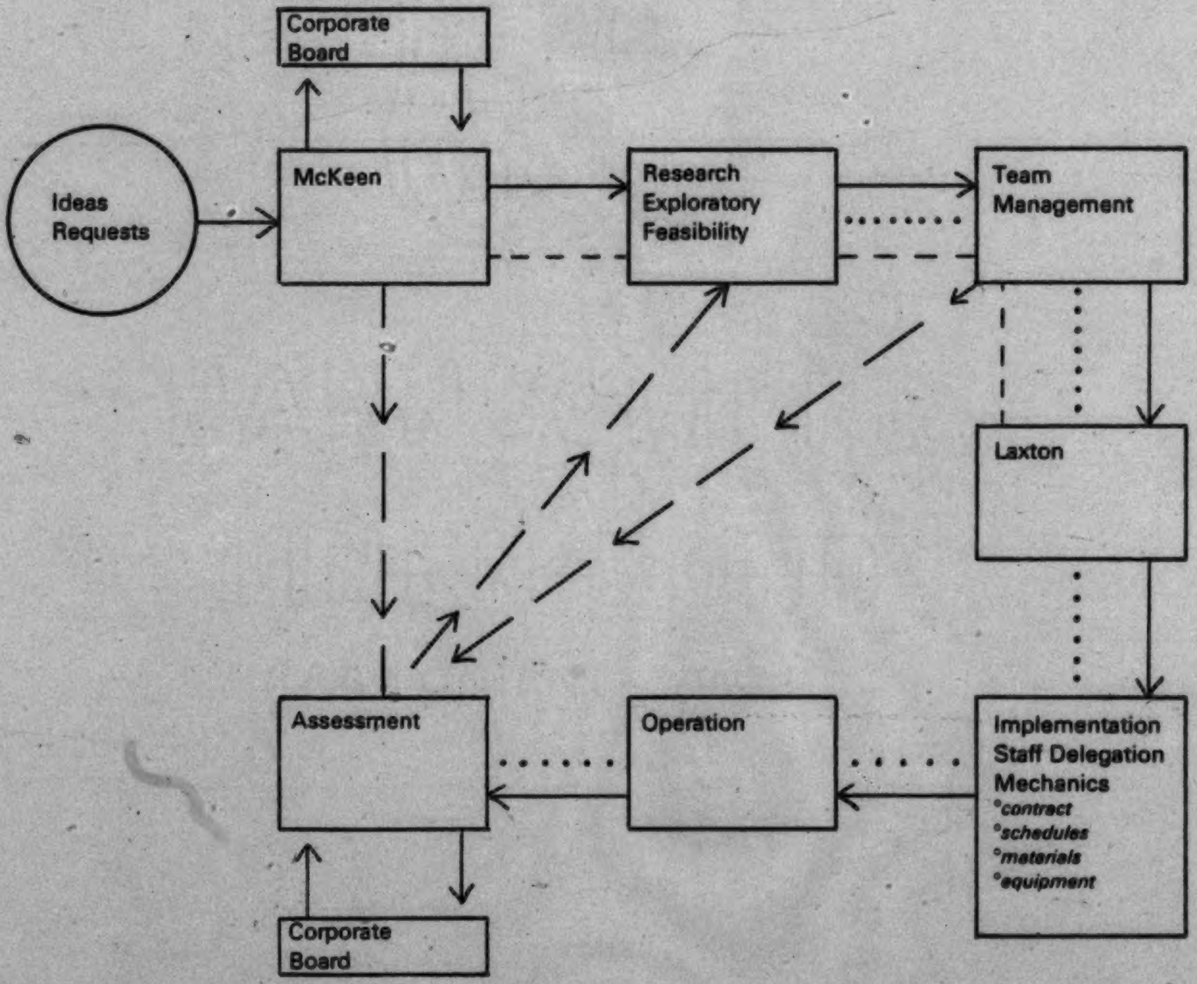
The Organizational Design

While the Minister retained ultimate control of the direction of Action B.C., operations were very much in the hands of the executive directors. The joint executive directorship produced a *modus vivendi* which placed the on-going operations under the direction of one, while the research, planning and public relations functions were the province of the other. The resultant organizational design is illustrated on page 232.

Requests for service and project ideas were channelled through the Executive Director in charge of research and planning, who, could conduct research and feasibility studies if approved by the Board. Having once received a decision to proceed with any particular project, the implementation of that project became the responsibility of the other Executive Director. Evaluation of various projects was the responsibility of the Board and the Executive Director in charge of research and planning. This was the pure organizational design.

In practice, considerable overlap in functions occurred. The Executive Directors became involved in various projects at the programme delivery level. This was particularly so in 1974-75, their first two years of operation. One travelled with the field unit developing an intervention protocol; the other attended Board meetings, participated in evaluations and planning. The programme staff also had input to evaluations and also were able to influence decisions about the operation of Action B.C.

figure 3
Action B.C. Design


Corporate Board
Ideas Requests
McKeen
Research Exploratory Feasibility
Team Management
Laxton
Assessment
Operation
Implementation Staff Delegation Mechanics
°contract
°schedules
°materials
°equipment
Corporate Board

C. The Strategy

Action B.C. adopted a strategy that addressed the fitness and lifestyle issue in a comprehensive way. Rather than undertaking projects that would address specific aspects of the lifestyle issue, Action B.C. took the position that lifestyle is a composite of eating habits, stress management, personal habits such as cigarette smoking and at the centre, the individual's physical activity habits. Since each of these lifestyle elements is closely related to physical fitness, physical fitness became the core issue out of which grew the various operational thrusts.

A Public Stance as a Physical Fitness Resource

One of the early problems of Action B.C. was to become known as a credible agency dealing with fitness and lifestyle. It did not attempt to operate a publicity campaign through the mass media to achieve this. This was seen to be too costly a venture and would have placed the organization in a conflict position with Partici*paction* which had moved strongly with a national campaign of its own. Moreover Action B.C. had the advantage of a ready-made publicity network in the regional delegates who had attended the 1973 B.C. Conference. Thus it was decided to place the emphasis on action, on getting things done; to let its works speak for it and to rely on word-of-mouth to carry the message. A small promotional pamphlet was developed to make a defining statement about the organization and its objectives. (Action B.C., 1974a). Essentially its strategy was to do things. In Owen's words Action B.C. was to

> go into a community and do a lot of 'turn on' things....Build awareness.... ...establish models.
> (1977)

To this end public fitness testing was seen to be an effective vehicle to directly reach large numbers of people. Thus, Action B.C. became involved in a variety of conferences and conventions as a physical fitness resource.

This was particularly timely as the fitness and lifestyle issues were assuming greater interest in many organizations. (McKeen, 1977). As a result, fitness and lifestyle were incorporated into the themes of many major conferences occurring in Vancouver and the lower mainland of British Columbia. The result was that delegates returning home to various points in that province recalled this theme and the agency promoting it. This proved to be an effective publicity manoeuvre that was recalled by many Conference attenders. (Hatcher, 1977),(Lucy, 1977).

Physical Education in the Schools

One of the major concerns identified at the B.C. Conference on Health and Physical Activity was the physical fitness status of elementary school children. Bailey (1972:420) had emphasized the need for regular physical activity as part of the school curriculum in a paper presented to the National Conference on Fitness and Health in Ottawa. He was a contributing speaker to the B.C. Conference a year later which had taken physical education in the schools as one of its three emphases. In light of the Conference recommendations, Action B.C. felt a clear expectation that they would move to address the problem of physical fitness of school children.

To this end, space was obtained in the B.C. Building at the Pacific National Exhibition in Vancouver to establish a fitness testing centre.

The fitness testing centre in the The B.C. Building provided an operational location where Action B.C. could work. There it began to test school children bussed in from across the Greater Vancouver area. There were multiple effects from this testing strategy.

At an individual level the participants were made aware of their fitness status. For many, this was a consciousness-raising experience. (Holmes, 1977). Teachers and school administrators, on receiving the results of the fitness tests, had the problem made more salient. Against this background of gained information, by both individuals and administrators, and because of it, Action B.C. gained a reputation as a highly credible resource agency. (Sinclair, 1977).

Interdisciplinary Collaboration

One of the features of the Action B.C. strategy has been the promotion of the projects and services of allied agencies. This is in line with its role as an activator in the fitness and lifestyle field.

Nutrition

A major concern among the lifestyle issues is proper nutrition. *The Nutrition Canada Report* was brought down in 1975. Its implications clearly indicated the need for Action B.C. to emphasize the nutrition component in its projects.

In collaboration with the B.C. Dietetic Association a nutrition education instrument was developed. This was a Twenty-Four Hour Recall of food intake by an individual. It was processed by computer and produced a printout which gave an overview of the individual's diet. It became a major element in Action B.C. community contacts. The data collected has formed an information bank that has suggested a number of other research areas. The computer programme has subsequently been requested by other agencies across Canada. (Ross, 1979).

Preventative Health Programmes

Action B.C. took a prominent role in British Columbia in utilizing the Health Hazard Appraisal as an educational tool. The Health Hazard Appraisal provides a computer printout that portrays the balance between the individual's health history and personal habits and shows a potential life expectancy. This instrument was originated in the Methodist Hospital in Indianapolis, U.S.A., and was made available in Canada through the Non-Medical Use of Drugs Directorate, Health and Welfare Canada. The Division of Health Systems of the University of British Columbia incorporated and extended these computer programmes at U.B.C. for clinical use. (Prince, et al., 1976). At the time of this research Action B.C. had conducted 2,300 of the 3,000 appraisals processed by the U.B.C. computer. (Action B.C., 1977a).

The Fit Kit

In 1975, Sports and Fitness Division of National Health and Welfare announced the availability of *The Fit Kit*. This was part of National Health and Welfare's effort to provide individual citizens with a reliable method of meeting their need for regular exercise. The Fit Kit was an educational and motivational package for use by individuals in their home to establish their exercise tolerance and to learn what exercises to do.

The Fit Kit was marketed nationally by the Canadian Association for Health, Physical Education and Recreation. (CAHPER, 1976:20) In British Columbia the Y.M.C.A. and Action B.C. collaborated with the CAHPER co-ordinator to promote the Fit Kit and actively marketed it. A number of public workshops were held in shopping malls, health clinics and recreation centres across the province. Action B.C. listed the Fit Kit in its resource catalogue.

Community Events to Raise Public Awareness

Formats for community events such as a mass walk or a fitness testing clinic were developed by Action B.C. (Action B.C.,1974d) as a means of highlighting the fitness and lifestyle issue. These were planned for their community activation value, to raise the salience of the issue, and to create positive public opinion through mass participation.

A format for a mobile Fitness Testing Clinic was developed for use with a van which travelled to small towns and rural centres. An important feature of the format was the training of local people--usually health professionals or teachers in the techniques of fitness appraisal.

Conferences and Conventions

A format for use at conferences and conventions was also developed. This included use of the Canada Home Fitness Test, the Nutrition Twenty-Four Hour Recall computer programme, planning of the meals and snacks to highlight the nutrition issue, and speakers on fitness and lifestyle issues. This was accompanied with a variety of attractively printed materials.

Resource Mobilization and Development

The fourth objective of Action B.C. was to "...provide information and resources...". In 1976 its Summer report included an advertising section with seven items for sale. Six of these were developed elsewhere. They included:

- *The Fit Kit* - Health and Welfare Canada.
- Poster Series - Particip*action*.
- *Every Kid Can Win* - a book by Terry Orlick and Cal Botterill.
- *Creative Food Experiences for Children*, published by The Centre for Science in the Public Interest, Washington,

D.C.

- A Pedometer.
- Activity and Nutrition Brochures.
- The Action B.C. 'T' Shirt.

This series of resources illustrates the role of Action B.C. as a facilitator; of alertness to opportunity; of enhancing the efforts of other agencies by centralizing resources for distribution to the public.

In 1978 Action B.C. resource catalogue had grown to twenty-three items. Many of these were from other agencies and were being sold under distributorships held by Action B.C.

This marketing of resources had a two-fold purpose. It provided the public with a central source from which all relevant materials could be obtained.

Summary

Action B.C.'s strategy could best be described as eclectic and opportunity-seeking. Within its stated objectives it sought to identify problems that it could effectively address. It did not hesitate to enhance the work of other agencies, if this seemed to ensure that the work would be done better and with wider impact on the whole problem. Its public stance has been problem and action-oriented rather than organization-oriented. It promotes problem-solving rather than its own growth.

D. Tactical Thrusts

Daily Physical Education in the Schools

The Problem

Concerns that children were not getting a basic requirement of physical activity each day; that the understanding of sound nutrition and its effect on the general health of the individual, were the underlying rationales for this programme thrust. Physical educators have long known that the physical fitness of Canadian children lagged behind their counterparts in Europe, Australia and the U.S.A. (CAHPER, 1968:40). Recommendations that physical education be offered daily had been made at both national and provincial conferences. (Government of Canada, 1974), (Action B.C., 1974b). Thus, the theoretical and practical grounds for daily physical education were clearly established. It was necessary to convince elected School Board members, school administrators, curriculum designers, other educators as well as the general public of the importance of this aspect of education. Of equal importance was the task of surmounting the many administrative, personnel and logistical problems created by more than doubling the time allocated to physical education. The objections to a daily physical education programme were substantial.

1. Many elementary schools had less than adequate physical education facilities. Doubling the load on

them made a bad situation worse.

2. There usually was not enough equipment to handle the extra classes and for the increased diversity that the enriched programame would demand.
3. Most elementary schools lacked showering and changing facilities for students or for teachers.
4. There were too few physical education specialists to teach the extra load of classes so that untrained classroom teachers were called on to assume this responsibility.
5. Since the increased time allocation for physical education came out of a teaching day of a fixed length, it was anticipated that other subjects would suffer in order to provide time for physical education.
6. General resistance to change by teachers and administrators through lack of confidence in their ability to cope with a new programme, disinterest in physical education, vested interest in retaining the status quo or personal inertia.

The fundamental problem was that of overcoming institutional as well as individual resistance to change. What was needed was a number of demonstration projects that would address these objections and find practical solutions to them. (Sinclair, 1977). With these, the proponents of change could point to the successes as a counter to the so-called "practical" arguments against daily physical education.

Addressing the Problem

During the period of this study, Action B.C. was involved with five school districts in the development of a daily physical education programme. (Action B.C.,1977a:3). The first of these was in Prince George. The origins of this project are coincidental with the start of Action B.C. and the Prince George efforts became a prototype for subsequent projects.

Concern about health and fitness had already been expressed in the Prince George community. A study had been conducted by a public health nurse and a medical doctor on the health and fitness of children. (Jansen, 1979). A cry for action by parents and other concerned people resulted in the convening of a community seminar on the problem. It was called Action North. (Tuggle, 1979). Action B.C. was invited to participate in the seminar.

Out of this event came a strong recommendation to the Prince George School Board that a project be started that would demonstrate how daily physical education could be feasible in an elementary school. The recommendation was presented in the form of a brief which outlined many of the practical and administrative considerations. (Basserman, et al., 1975:53).

The intentions of the proposal were not clearly stated in the brief, although a number can be derived. A careful reading will disclose the following: *Goal*: "To alter the physical activity patterns of our community." The primary means to this goal was through the influences on school children that would be gained from exposure to a high quality daily physical education programme. Thus the primary objective stated in the brief was:

- One hour daily physical activity for every student...

Secondary objectives were:

- To raise the awareness of parents to the need for daily physical activity.
- To enlarge the scope of the model to include adults.
- Direct participation in the evening and weekend activities supported by the Y.M.C.A. and the Recreation Commission.
- Commitment from recreation groups to instigate evening and weekend programmes for adults and children (school-aged and pre-school).

The recommendation was accepted by the School Board in February, 1974. It does not appear to have been shared with the Recreation Department. Two schools were picked as project sites. Selection was made on the basis of the willingness of the school staffs to participate. The project started in April, 1974 with an option to continue in the Fall of the year. The option was later accepted.

The first report of Action North was produced in December, 1974 after a Spring and Fall trial project. (Basserman, et al., 1975). The report was most positive about the effects of the project. The report summarizes the difficulties that the project overcame as follows:

> - The matter of motivating some 35-40 teachers into teaching physical education at a well planned *quality* level at least two or three times more often than previously, *SUCCESSFUL*.
> - Encouraging those teachers with extreme reservations or disinterest, *SUCCESSFUL*.
> - Accommodating a suspected loss of academic time, *SUCCESSFUL*.
> - One of project schools has no change-room shower facilities, and both have poor equipment storage/ care areas, *SUCCESSFUL* in that the project objective could be attained, though this problem did present added worry and work.
> - Selection and purchase of testing equipment, *SUCCESSFUL* in that equipment was obtained and used for data collection.
> - Program development, *SUCCESSFUL* as previously outlined but most important was the use of facilities, equipment and resources available without unrealistic input.
> - Selection of itinerant physical education specialist, *SUCCESSFUL*, as our success demonstrates, but recognition must be made to the difficulty of acquiring services of qualified people.
>
> (Basserman, et al., 1975:29)

A number of points are particularly salient to the future role and actions of Action B.C. and are listed here:

- The importance of the itinerant physical education specialist to the success of a school project became evident. This subsequently became an essential condition for future projects.

- There was a need for readily accessible lesson plans to supplement the physical education curriculum guide. This resulted in the publication of the Action B.C. Teacher Aid Manual. (Action B.C., 1977c).
- The Prince George experience with conducting fitness tests on large groups of children pointed to a need for a more efficient technique. This was particularly so with the cardiovascular endurance testing. It led to the development of the Action B.C. Children's Aerobic Step Test.[31]
- The involvement of parents and other volunteers to help with the programme proved to be an effective means of highlighting for these same adults the need for their own personal fitness programmes. In effect, by addressing the problem of school physical education quality, the organizers activated the parents, teachers, and volunteers associated with the programme, to act on their own behalf. (Basserman, et al., 1975:24).
- The uniqueness of daily physical education made it an innovation in education. This created favourable word-of-mouth advertising within the home community

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[31] Subsequent to this, a research study indicated that this instrument was of limited value for the purposes for which it was designed (Martens, CAHPER Journal, Vol 44, No. 5, May/June 1978). Irrespective of this later revelation, the attempt to solve the problem is indicative of Action B.C.'s problem-solving orientation.

> of the project and within the professional community in Canada. The result of this was to solidify the community feeling about the issue and to elicit various supporting moves by individuals and groups. (Basserman, et al., 1975:26).

While Action B.C.'s direct role in the Action North project was relatively minor compared to later ventures, the existence of this model was an important aid in promoting daily physical education for school children in other centres. Action B.C. was not slow to point to this example and to develop resources for use in other school projects. (Action B.C., 1976a).

The Prince George project was visited in the Fall of 1974 by the annual Conference of B.C. Principals and Vice-Principals. Requests for information came from across the Province and throughout Canada. The increased interest resulted in daily physical education projects being started in four other school districts namely, Chilliwack, Abbotsford, Revelstoke and Nanaimo. Those at Revelstoke and Nanaimo, will be discussed next.

Action Revelstoke

The decision to invite Action B.C. to participate in developing an elementary school daily physical education programme was made after discussion between the Superintendent and the Chairman of the School Board. The Chairman was a medical doctor who was convinced of the efficacy of daily physical education. The Superintendent was also convinced of this, and having seen the Action North project in Prince George was keen to try a similar project in Revelstoke. (Patchett, 1977b).

The Action Revelstoke programme was approved by the District Number 19 School Board on 23 March, 1976 for implementation in the Fall of that year. Action B.C. was retained as consultants to perform the following services:

- Materials and leadership in community awareness.
- Classroom teaching materials.
- In-service training for teachers.
- Nutrition 24 Hour Recall programme.
- Health Hazard Appraisal.
- Two special events per year.
- Consultative services as required.

A special budget allocation was made for personnel, and for the above materials and services.

The project commenced 8 September, 1976. Parents received a bulletin alerting them to the start of the programme. This bulletin from Action Revelstoke announced the increase in physical education hours and the schedule of fitness testing to be carried out by Action B.C. The parents were invited to attend a counselling session at which the test results were to be explained. A "teaser" was included in this. It was suggested that there would be general fitness information for adults as well. (Patchett, 1977b).

A testing programme for adults was conducted over the weekend of 18th-19th September. Response was moderate. The enthusiasts attended but few persons appeared who were not already involved in some kind of physical activity on their own. (Baird, 1977).

A WAMM(WACK) walk was held on 25 September. WAMM stands for *W*alk *A* *M*easured *M*ile (with modification for metrification, *W*alk *A* *C*alculated *K*ilometer). Good support was received from the news media in promoting it. An aggregate of some 5,000 miles were walked. The event received most of its support from school children and civic leaders and from the already committed fitness buffs. (Baird, 1977).

Within the school system, nineteen in-service training events were held for classroom teachers educating them to conduct the physical education classes. Resource materials were purchased from Action B.C. so that each teacher had a kit of fitness information and motivational materials. The library in each school received eleven resource items on fitness and nutrition. The physical education coordinator met frequently with each teacher to provide support and assistance in operating the programme.

A report on the Revelstoke project was published in April, 1977. (Patchett, 1977b). It suggested that the immediate objective of providing each child with forty minutes a day of physical education had been met. Verbal reports from volunteer workers and parents were uniform in their approval of the programme. (Baird, 1977).(McLean, 1977).

Action Nanaimo[32]

In the Fall of 1975 a group of concerned citizens met informally to discuss the state of physical education in the Nanaimo schools (District No. 68). The group was comprised of members of the Council of Women, The Education Forum and the University Women's Club. The Medical Health Officer for the City of Nanaimo supplied a copy of the Action North Report which described the 1974 daily physical education project in Prince George, B.C.

The group decided to consult Action B.C. and travelled to Vancouver to meet with them there. With the assistance of Action B.C. and the encouragement of the administrative staff of District Number 68, the group presented a brief to the Nanaimo School Board on 17 December, 1975. The brief was endorsed by the previously mentioned Nanaimo organizations, plus the Central Vancouver Island Health Unit and the Elementary Physical Education Teachers' Association.

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[32] Information for this section is taken from the Action Nanaimo interim report of December 1976. Other reference sources are cited in the text. (Action Nanaimo, 1976).

In essence, it proposed that a pilot project be set up to offer an hour of physical education each day to children in four elementary schools and to hire a physical educator to coordinate the project. The brief was accepted by the School Board and four schools were selected for the project on the basis of the commitment to daily physical education by principal, staff and parents. The coordinator, Mr. Glen DiGeorgio, was appointed from within the District Number 68 staff and commenced work in the Summer of 1976.

Two main thrusts to the project were:

1. To train the classroom teachers so that they could teach a good quality physical education programme, and
2. To recruit and train parents as teacher assistants.

These made possible a third thrust which was the delivery of a high quality physical education experience to the students each day.

The coordinator adopted the role of a trainer and resource person to the teaching staffs. He developed lesson plans for all activities and presented and discussed them with the teachers at each school.

Through his urging, the four schools collaborated on the purchase of a number of sets of games' equipment. These were shared on a rotational basis among the four schools. A service club was persuaded to donate funds for the purchase of fitness testing equipment.

A Unit of aquatics instruction was developed and offered at the municipal swimming pool. A swimming instruction seminar was conducted jointly by The Royal Lifesaving Society and the Parks and Recreation Department aquatics staff. Some seventy-five parents and thirty teachers attended. The school aquatics programme offered ten hours instruction to primary school students and twenty hours instruction to elementary school students. Each student paid an extra $5.00 for this programme.

The enriched physical education programme was enthusiastically received. The interim report cites an improvement in general attendance by students of 35 per cent and a 55 per cent improvement by teachers. A principal commented that the project was successful "beyond my greatest expectations" (p.7). A teacher commented, "I am accomplishing more in the whole programme than ever before..." (p.7). A parent commented, "My daughter has really come alive since running." (P.7).

The Action Nanaimo Committee stated that the programme's unqualified success placed a moral obligation on the school authorities to make it available to all schools in the district. In fact it formally reported:

> The Committee does not see this project as an experiment; it is a practical demonstration and... should serve as a model to extend to all schools.
>
> (P.5)

Action Nanaimo, after an apparently successful start in the fall of 1976 continued and expanded its programme to twenty schools.

Reaction

The "Action" projects created great enthusiasm for daily physical education amongst students, parents and the community at large. Action North received 182 column inches of coverage in the Prince George daily newspaper during the initial period of the daily physical education project.[33] The Revelstoke project received much less newspaper coverage, but it was a topic of wide discussion in the town. (Baird, 1977), (Esaw, 1977). A similar situation was described for Action Nanaimo whose project started coincidental with Revelstoke. (DiGeorgio, 1978).

The increased attention to the issue of daily physical education was widely approved and supported amongst students and parents. This is mentioned in each of the three reports studied here. (Basserman, et al., 1975:24), (Patchett, 1977a:2), (Action Nanaimo, 1976:2).

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[33] The Citizen. (Tuggle, 1979).

Resistance to the Projects

While the response to the daily physical education projects was apparently enthusiastic, the difficulties in their operation remained. No increase in facilities for physical education was created, although some upgrading did occur and better use was made of existing facilities. Classroom teachers, involved in teaching physical education on a daily basis gained more experience, but all of it was not necessarily satisfying. Additionally, most of these teachers lacked significant training in physical education which in-service instruction could not remedy over such a short period of time. Physical education specialists were quick to point out the legal liabilities existing in this situation. Their view was that the old system of two hours a week of bad physical education was a better situation than increasing it to five hours of bad physical education. (Jansen, 1979).

Resistance was felt from teachers in the speciality areas such as Art, Drama, Music and Sport. They found that the increased time given to physical education was subtracted from a school day of a fixed length, thus directly affecting their areas of interest. (Tuggle, 1979), (Patchett, 1977).

All three projects reported successful outcomes. Even so, two of the three had their support withdrawn or decreased from that given initially. In Prince George, after eighteen months of operation, the Physical Education Coordinator was returned to classroom duties. Responsibility for the programme was given to the Principals. At its peak, in Prince George, daily physical education programmes were conducted in sixteen schools. After the Physical Education Coordinator was withdrawn, this number fell to nine. (Jansen, 1979). In Revelstoke, the daily physical education project was operated in nine schools. The project ended in June, 1977. This was coincidental with the departure of the School Superintendent who had been responsible for its initiation. A tighter budget situation resulted in a change of priorities. Thus daily physical education was left to the individual Principal to implement in the best way he could.

As a result of the Revelstoke project, a great deal of resource material was in place and the pattern of daily physical education had been successfully demonstrated. The administration, therefore decided to provide in-service training in physical education for those still involved and to encourage those who could arrange it to continue daily physical education. (Esaw, 1977). No effort was made to schedule schools so that the programme could continue. The result was that most classrooms were back to the pre-project levels by 1978. (Patchett, 1979).

At the time of this research (Summer, 1977), Action Nanaimo was experiencing some of the problems described in Revelstoke and Prince George. Resistance of teachers to being involved in physical education was crystalizing. Some of the schools had dropped out of the programme because in the judgement of their Principal, the benefits did not justify the extra organizational efforts required. Primary school teachers, in particular, resisted involvement in the project. (Caird, 1978). While Action Nanaimo was still a viable enterprise, in 1977 it began to show evidence of the resistance to change by teachers and administrators which was also evident in the other two centres.

Community Involvement from the School

The involvement of the larger community in fitness and lifestyle change is a sub-goal implied in the briefs of three projects. The Action North preliminary brief refers to:

> Community involvement during the evenings and weekends

and,

> Commitments from recreation groups to instigate evening and weekend programmes for adults and children...
>
> (Basserman et al., 1975:53)

The Action Revelstoke Report notes a community impact as follows:

> The Action Revelstoke programme has played an important role in the past year's increased enrolment in the City recreation programme.

and

> The community has no doubt felt the Action Revelstoke programme's impact reflected in the increased use of recreational facilities.
> (Patchett, 1977a:2)

Action Nanaimo made no particular mention of the community involvement objective in its initial brief or in their interim report. However, newspaper reports show a number of public fitness and lifestyle events indicating a strong community activation influence in the tactics of Action Nanaimo, e.g., (*Nanaimo Daily Free Press*, 1977), and (*Education Today*, 1977:4).

The reports of all three projects are specific about the effects of the programme on the participating school populations. They are much less so about the effects upon the non-school populations of the communities studied. This is understandable since the task of monitoring the actions of a community as a whole is formidable, and outside of the responsibility of the school programme operators. Moreover, this aspect of research was not included in the design of the projects. It is notable also, that no involvement of the local Recreation Department in these evaluations appears to have happened. This has added significance in that there appears to have been practically no involvement of recreation personnel in the design or execution of the three programmes either.

The Action North Committee of Prince George lists the names of the City Recreation Director and a Provincial Recreation Consultant. Nothing further is mentioned of them. The Action Revelstoke report mentions the recreation programme, but there is no indication of any collaboration with the School Board beyond supplying facilities for school operated programmes. An Action B.C. worker reported a discussion with the Recreation Director but this was after the fact and did not appear to effect programme plans. (Holmes, 1977).

Action Nanaimo was in a similar situation. While a number of its initiatives were directed at the community at large, there is little evidence of collaboration with the Recreation Department. This is borne out by the comments of the Action Nanaimo coordinator who stated that there was very little collaboration with the Recreation Department. He described Action Nanaimo as a school-based programme for children from kindergarten through elementary school. (DiGeorgio, 1978). A spirit of collaboration was indicated in the Action Nanaimo Report of June, 1977. In it a letter from an area coordinator of Nanaimo Parks and Recreation comments:

> ...I feel our goals for 'people fitness' promoted through the school programmes, after-school recreation programmes, or evening adult recreation programmes are one and the same

goal.

(Action Nanaimo, 1977:4)

This appears to be the only statement from Nanaimo Parks and Recreation on the work of Action Nanaimo and coming as it does from a middle management staff worker suggests that there was very little on-going communication, let alone concrete expressions of collaboration between the two organizations. Whether these situations occur through disinterest or through pre-occupation with day-to-day affairs is difficult to say. The effect was to have an on-going effort to involve the general public in fitness activities that had no input from the municipal recreation departments. This placed the recreation departments in these towns, in the position of reacting to initiatives created by the school instead of operating in concert with them.

Action B.C. developed an effective procedure for working with a school district to implement a daily physical education programme. Its effectiveness was enhanced by the development of curriculum aids, nutrition education resources and physical fitness resources. The reported success of the school interventions was due in part to the public and to professional readiness for daily physical education in the elementary schools. Some of this readiness is attributable to the promotional efforts of Action B.C.

While some spill-over of the effect of the school programmes was reported, the fitness-enhancing programmes tended to be confined within the school system. In the absence of any concerted effort at collaboration between recreation departments and school physical education programmes, no continuous effort toward wide-spread community involvement was apparently made.

While the initial impact of daily physical education on students, parents and teachers was reported as strongly positive, a reaction against it was beginning to be felt in the later stages of the various projects. "Reaction against" took the form of withdrawal of resources, a lowering of co-operation with the programme and a return to traditional physical education emphasis.

While reaction against daily physical education was felt, the overall impact of these projects, could only be described as positive. Subsequent contact with the project school districts indicated that daily physical education was on-going at a level somewhat below that which occurred when their particular project was at its peak. There was a strong commitment toward extending these programmes to all the schools in their system. Additionally, the resistance to the involvement of lay teacher assistants in physical education has resulted in an increased emphasis on the requirement that new staff have some physical education background and that existing qualified staff are deployed so as to obtain the greatest student contact.

In terms of its objectives, Action B.C. appears to have been successful in meeting them in part or whole, viz:

1. They developed and fostered awareness of fitness and lifestyle issues in the project schools.
2. They provided a vehicle for inter-disciplinary communication among school administrators, academic subject teachers, and physical educators, between nutritionists and classroom educators, between nutritionists and physical educators.
3. The existence of the Action B.C. resource catalogue is ample evidence that they have not only compiled existing resources but that they have also made a strong thrust towards the development of more teaching, motivational and promotional resources.

Fitness and Lifestyle Change in Industry

Business and industry represented a major challenge to Action B.C. in that the development of industrial fitness and lifestyle change programmes was at an early stage of development in British Columbia. The 1974 National Conference on Employee Fitness held in Ottawa (Information Canada, 1975) was attended by both the Vice-President and one of the co-executive directors of Action B.C. This event highlighted many of the problems encountered in attempting to initiate employee fitness and lifestyle programmes. They were not unlike those cited as practical objections to the implementation of daily physical education in the schools, viz:

1. Lack of proper facilities in which to operate programmes.
2. Lack of changing locker-rooms and showering facilities.
3. Lack of trained leadership.
4. Lack of awareness as to the benefits of such programmes.
5. Lack of insights, skill and support in overcoming institutional resistance to change on the part of both management and labour.
6. Lack of confidence that the programme could be made to work.

As with the school-focused programs of Action B.C. there was a need for a demonstration to show how these problems of industry-based programmes could be overcome and to instill confidence that it was worth the effort. (McKeen, 1977).

Action B.C. developed an intervention protocol for use with industries. It was characterized as follows:

1. Invitation by the client.
2. Voluntary participation by employees.
3. Confidentiality of all test results.
4. A low key approach to promotion.

The procedure of the intervention made use of the instruments that Action B.C. had developed or acquired since its inception. They included the Canada Home Fitness Test, the Health Hazard Appraisal, the Nutrition Twenty-Four Hour Recall programme. By their nature, these are directed at the individual employee and are proven awareness-raising and significantly educational.

At the time of this research Action B.C. had worked with twenty-one hospitals, a legal firm and the ground personnel of a national airline.

A Typical Intervention

Action B.C. provided its services to a variety of client firms. While the circumstances of these clients varied, there are certain common features between interventions that permits the derivation of a typical case. Following is a description of an Action B.C. intervention. It is based on examples studied at the legal firm, Shrum-Liddle of Vancouver, the Western Regional Office of Air Canada at Richmond B.C., and the Royal Columbian Hospital at New Westminster, B.C.

The decision to invite Action B.C. grew out of management concerns about the effects of low fitness and unsound lifestyle among their staff members. Senior management of the law firm had become acquainted with these issues and with the services of Action B.C. through a convention they had attended. At the hospital, student nurses were involved in a compulsory fitness programme. Fitness testing, associated with the programme, brought Action B.C. to the notice of the hospital senior staff who had noted the good effects on the student nurses. Interest in a staff fitness programme resulted in an invitation to Action B.C. to conduct a fitness and lifestyle information programme.

Typically there was a nominal fee charged for a first time Action B.C. intervention. The non-profit stance of the Society allowed it to charge a token fee which covered the cost of materials and computer services. These costs were charged back directly to the participants by the firm. Alternatively, assistance was obtained from the employee benefit fund. In either case this helped to ensure that the employees were acting on their own; that participation was not imposed on the individual employee. (McKeen, 1977).

Company internal channels were used to advertise the programme. Action B.C., as part of its service, provided slogans, posters and other information materials used to promote the programme. A coordinator was appointed from the employees. The job of the coordinator was to collect fees, to schedule testing appointments and to generally promote. Thus the event retained the appearance of being derived from employee interest.

Management endorsement was demonstrated through the broad participation of supervisory and management personnel in the programme.

While the testing phase of the intervention programme was given a high profile within the organization, great care was taken to ensure the confidentiality of the test results. Some concern was expressed that the results could be turned over to management and would be used to the detriment of the employees. Considerable effort was made to ensure that this fear was dispelled. Tests were done with small groups of co-workers or individually. Results were treated with the utmost confidentiality. The computer printout of results was returned in individually sealed envelopes and the interpretation of results was given in a non-personal way with opportunity for individuals to make personal inquiries privately.

Three variables seem to have affected participation in the programmes. These were:

1. Level of a worker within the organization; most participants were from supervisory and management level, notwithstanding the general invitation that was extended to all staff.
2. Perceived exertion of their job; those who were involved in physical work as part of their job did not participate in the programme. The participants came almost exclusively from those with sedentary jobs.
3. Shift; individuals who worked irregular hours or on a late shift did not become involved.

The following examples support these observations: The airline ramp workers who load baggage, service aircraft, work on shifts and are at the lowest echelon of the airline did not become involved. The same is true of the hospital's house-keeping and janitorial staffs. A converse example supports this view. In the legal firm the staff was on regular hours, in sedentary occupations and from an elite of businesses, a law office. It is notable that in the legal firm more than eighty per cent of the staff participated. (Mills, 1977).

The effectiveness of these programmes in eliciting changes in fitness and lifestyle behavior is an open question. Comments by the staff workers who were interviewed indicate that they perceived a few small changes in the behavior of their colleagues. Their comments were based on impressions formed from day-to-day interaction with other staff members.

At the legal firm, the project coordinator indicated that the programme had given the staff an incentive to improve their exercise programmes and their nutrition. (Mills, 1977). A female staff worker there stated that as a result of the Action B.C. intervention, she had resumed the XBX programme that she had previously abandoned. (Runions, 1977). A male worker observed that staff participation in the testing programme was more out of curiosity than through an intention to do anything. (McLeod, 1977).

The personnel director of the airline was skeptical that any lasting change in behavior had occurred. He noted, however, that many of the participants had their eyes opened to the fitness issues. He felt that the onus was placed on the employee to take action. (Armitage, 1977). At the hospital, the immediate effect was a heightened salience of fitness and nutrition resulting in wide informal discussion. (Davidson, 1977). Questions were raised about a regular fitness programme for the hospital staff. (Young, 1977).

These organizations gave no commitment to develop a programme. Their stance was that the issue had been raised; that the employees had the facts so it was up to them to act upon the information they had been given. (Davidson, 1977),(Armitage, 1977),(Mills, 1977).

Action B.C. had for its part, regarded these interventions as the first of a three-phased intervention strategy that could ultimately result in the development of a programme. This could be operated in company-established facilities or could be decentralized into existing community-operated facilities. Irrespective of the action of the company following the first intervention, Action B.C. regarded these clients as prime targets for future involvement.

At the time of this research, Action B.C. had conducted interventions with volunteer participants from the staffs of twenty-one hospitals, a legal firm and a national airline.

Public Events

In pursuit of its first objective to develop and foster awareness, an Action B.C. team travelled extensively throughout the province in a mobile van. The mobile team consisted of two workers. Their procedure was to go only where they had been invited and to work through a local agency. The 1976 Summer Report of Action B.C. described their work:

> They work with contacts from *Health Units*, *Recreation Departments*, *Leisure Services* (the recreation arm of the British Columbia Government), schools, Y.M.C.A.'s and other community agencies and through requests from various interested groups. (They)...bring with them ideas, materials, models and audio-visual aids to help as a catalyst to community action.(Italics added).
>
> (Action B.C., 1976b)

The various events were operated by Action B.C.. They took place at community events in fairs, shopping malls, conferences, sports days, community festivals to raise awareness of fitness and lifestyle issues and to educate and motivate participants to personal action. (Todor, 1976). The Health Hazard Appraisal, Nutrition Twenty-Four Hour Recall, and a battery of fitness appraisal techniques featuring the Canadian Home Fitness Test, were employed to illustrate the issues to the participants. Circumstances of testing varied with the location. However, efforts were made to give privacy in tests requiring the removal of clothing such as skin fold measurements. Counselling sessions for test subjects were structured to make the issues highly meaningful to the individual who, if interested, was then directed to whatever programmes or resources were available in the locale.

Follow-up tests to check progress were not advertised. While Action B.C. kept open the possibility of returning, this was not given as a commitment. (Lucy, 1977), (Tudor, 1977). The procedure was to direct individual requests for a re-test to the local agency who, at the time of the intervention by Action B.C., was given in-service training and the resources for testing. (Lucy, 1977).

The extent of Action B.C.'s community work is indicated in its April, 1977 Report which covers the period 1976-77. The Society reports the involvement of 153,929 individuals in community events. These events utilized the fitness and lifestyle appraisal techniques mentioned previously in this section, the WAMM(WACK) Walk, the Children's Obstacle Course, "Beat the Clock" and nutrition-awareness events. The types of interventions are listed here with the numbers of them reported for 1976-77.

a. Leadership and in-service training to Community Health Units (34).

b. Motivation and education programmes in hospitals (16).

c. Instructor clinics for Canada Home Fitness Test (12).

d. Community events such as fitness and lifestyle appraisals, WAMM(WACK) walks, Nutrition Awareness (86).

e. School visitations (176) - fitness testing 40,548 children.

f. Conferences and conventions (51) involving 15,314 people. (Action B.C., 1977a:3).

E. Analysis

The Operational Stance of Action B.C.

Action B.C. was formed in 1973 at a time when the circumstances appeared ripe for such an initiative. Fitness and lifestyle issues were the centre of concern in the health community throughout the western world.

The newly elected New Democratic Government of B.C. was actively working to implement social policies the party had been enunciating for decades. As an expression of this concern, the Minister had appointed two preventative medicine specialists to the Department of Health earlier that year. (Cocke, 1979). He was particularly attentive to their advice and since it paralleled the party's stance on aspects of health, the formation of Action B.C. was a natural outcome.

As a creature of a populist government, Action B.C. was given a broad mandate. As a result of this it was able to address the lifestyle issues in a more comprehensive way than the piece-meal approach taken by the agencies of other governments, (see SHAPE-UP ALBERTA, p.147, Particip*action*, cf p.306).

While it is true that the B.C. Government changed after

Action B.C. had been operating for only two years, its initial impact and cost effectiveness, so favorably impressed the new government that they were encouraged to continue in the direction on which it had started. (Owen, 1977).

Notwithstanding its close ties with the Provincial Government, Action B.C. was able to operate with very little government direction. This circumstance was rooted in its origins. The Conference from which it had arisen had produced a broad consensus about the problems and had urged the formation of Action B.C. as a means of solving them. Many of the agencies directly concerned with fitness and lifestyle promotion had been participants in that conference. Key organizers of the Conference became the officers of the Action B.C. Society. While the constitution made possible absolute government control, the role of its expert appointees obviated the exercise of this controlling function. Thus the Government and the Minister of Health were able to adopt an "arm's length relationship", sure in the knowledge that their intentions would be realized. This allowed Action B.C. a wide latitude in its choice of strategies and methodology.

From its inception Action B.C. maintained a broad interpretation of its mandate. In marketing terms it made a generic definition of the product. (Kotler, 1972:425). It would market lifestyle change as opposed to selling physical fitness or better eating habits. It defined its market in broad terms to include people of all ages and occupations. The market would include urban and rural segments and the strategies of implementation would reach out across the province of B.C. (McKeen, 1977). Action B.C.'s goals did not include the task of producing general behavior change except as it occurred in a demonstration project. To have made an attempt at moving the general public towards the evaluation and trial stages of the innovation-decision process (Rogers, 1973a:79) would have forced them to enter the delivery system. Its catalyst role permitted Action B.C. to excite the public about the fitness and lifestyle issues but would not permit it to offer the "product" themselves. An analogue of this situation is seen in the role of an advertising agency *vis a vis* its client. The agency actively promotes the client's product but do not stock it for sale.

A rudimentary marketing organization was in place when Action B.C. started. The B.C. Conference on Health and Physical Activity (cf. p. 220) had been structured so as to create a network of regional contacts. (Action B.C., 1974b). Many of these contact persons shared in the discussions that had produced Action B.C. They were familiar with the issues. Thus its regional contacts and its roots in the B.C. Department of Health reduced the need to launch an extensive publicity campaign. Action B.C. went into action, *doing things*.

The Basis of Action

Taken literally, Action B.C. was given a narrow mandate which could have left them as an originator of advertisements and a supplier of publications on fitness and lifestyle. Nowhere in its objectives is it suggested that it would enter the programme development field. In fact, members of the organization at all levels steadfastly maintained that they were not part of the delivery system. (Holmes, 1977), (McKeen, 1977), (Owen, 1977). This term appears frequently in the interviews with Action B.C. people. "The Delivery System" is variously defined as the agencies, and the system of agencies that have the responsibility for providing programmes of nutrition education, health education, physical education, fitness, sports and physical recreations. The objectives of Action B.C. (cf. p. 223) point towards a communication role rather than towards programme development, (sic) "To...foster public awareness..., to provide a vehicle for two-way communication..., to provide information and resources...". Action B.C. chose instead to communicate by involving its public in activities. Thus its strategies almost exclusively featured events that required participation by a target group. This was fundamentally sound. Studies of attitude change suggest that the greatest change occurs when individuals act out the desired behavior. (Janis & King, 1954:217). Similarly, research into the effects of advertising suggests that participation by the audience in a message designed to persuade is more effective than merely transmitting the message to them. (Hoveland, Janis, Kelly, 1953:220).

Public events such as fitness testing or mass participation in a community walk have a number of learning elements in them. These can be described in terms of Bloom's domains of learning. (Bloom, 1964). There is, first of all, a component which includes "information" about fitness and lifestyle. This falls into Bloom's "cognitive domain" because it is related to conveying information, to intellectual activity *per se* somewhat devoid of emotional or affective elements. There are also affective or emotional components resulting from the way the individual learns about or re-discovers his physical self as he engages in a public demonstration, an interactive experience or a mass or large group activity with others. The presence of other like-minded people tend to reinforce involvement in the event and provide reinforcing cues as to how the experience is to be experienced emotionally or as Bloom would say, "affectively". Depending upon the nature of the event in its call for movement and activity, there is what Bloom calls psycho-motor expression and perhaps even some physical skill learning resulting from direct participation in the "public promotional event". This psycho-motor skill acquisition is encompassed by Bloom's third domain of learning. As an application of Bloom's model, the Action B.C. promotion of "public events" strives to maximize positive learning and retention by encouraging a three-fold involvement of the individual--as a rational being, as an emotional being, as a skill-hungry being.

This experience provided information, feeling and physical participation as a unity. In McLuhan's terms, the individual was caught in the "surround"--a kind of aura of information and experience emanating from the structured public event designed and cultivated by Action B.C.

"The medium is the message" is one of McLuhan's dicta. (McLuhan, 1964:23). This is exemplified by Action B.C.'s public involvement events. McLuhan states that, "the message of any medium is the change of scale, or pace or pattern (sic) that it introduces into human affairs". Thus the medium of Action B.C. was Action B.C. itself and its message about fitness and lifestyle was communicated through the total experience of the participant.

It is salutary then, to note that the numbers of persons returning for a subsequent appraisal was low during Action B.C.'s first three years of operation. This was mentioned by Action B.C. workers. (Hatcher, 1977), (Holmes, 1977) and (Lucy, 1977).[34] It is similar to the experience of SHAPE-UP ALBERTA where return rates for fitness appraisals were at ten per cent or less. (Stothart, 1976: 14). It might be inferred from this that fitness and lifestyle appraisals at public events were of limited value in creating behavior change. This inference has some support in comments from the representatives of the three client companies of Action B.C. that were reported earlier. (cf p.260). They indicated a passing interest in fitness by some of their employees after the Action B.C. intervention, but that no great cry had been raised demanding fitness programmes. This would seem to support an assumption that not much behavior change had occurred.

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[34] It should be stated that when this research was going on (July - August 1977) the Action B.C. staff workers had not yet been involved in follow-up testing with discrete groups so could form no estimate of a return rate. Their comments are based on the public testing on-going at the Pacific National Exhibition and at conferences and conventions.

On the other hand, it could be argued that the kinds of changes in individuals which might have occurred were, by their very nature, of low visibility. Such changes as increase in awareness, in interest, in the intention to take action are important changes in the attitudinal disposition of the individual but are without external indicators. In terms of Rogers' diffusion of innovation model, the participants may have been conceived as moving through the early stages of the change or adoptive process from total unawareness to interest and evaluation. According to Roger's perspective, the early stages in the adoption process have no external indicators and could only be studied with resources not available to the Action B.C. evaluation teams at that time.

Community Events

Action B.C.'s 1976-77 report indicates that it was involved in 375 different events (cf p. 268). For the purpose of this analysis these have been clustered into three groups: They are:

1. Leadership Development (62 events).
2. School Interventions (175 events).
3. Public Awareness (137 events). These groupings are not mutually exclusive as discussion will illustrate.

The Leadership Development

This cluster is comprised of in-service leadership development classes at training at community health units (34), motivation and education events in hospitals (16), and Canada Home Fitness Test instructor clinics (12). In these events Action B.C. was reaching a selected audience of persons who were in a position to be opinion leaders. Health workers, by their very nature, have an expert's role in their communities and are usually a source of information to their clientele. Similarly it could be expected that the medical and nursing staffs of hospitals would be accorded an expert's role in their communities. The persons selected for training as Canada Home Fitness Test instructors were established leaders in sports or in physical education. As such they were in a position to provide contact and information which is the important feature of opinion leadership.

These particular "Leadership Development" events helped to create opinion leaders about the fitness and lifestyle issues or they rendered the existing leaders more expert. Mancuso (1969:20), notes that opinion leadership is usually widely dispersed through a community and is "issue specific"; that individuals can be selected, equipped with information and thereby may become opinion leaders about a given issue. He suggests that rather than searching for existing opinion leaders, it is more efficient to create new leaders. This is particularly so when introducing a new product or idea. Action B.C.'s technique of mobilizing locally based health professionals and teachers and exposing them to current information about the fitness and lifestyle issues closely parallels Mancuso's recommendations.

The creation of new opinion leaders as described by Mancuso involves locating persons who meet three criteria seen as being essential to the opinion leadership function:

a. They must have a high mobility which Mancuso describes as resulting from having a wide range of acquaintances with whom they have a high frequency of personal contact.

b. They must have a higher social status than those for whom they are being selected to lead.

c. They must have a high level of confidence concerning the issue about which they are being selected to lead.

The persons being trained in leadership by Action B.C. largely met these criteria. Relative to the status of their clients, medical, public health personnel, teachers have a wide range of personal contact through their professional roles. This in part satisfies the mobility criterion. They were attributed a higher status because they were members of professions or occupations requiring extended educations and because they were recipients of training provided by Action B.C. who equipped them with a new expertise which gave them confidence and in turn, enhanced, therefore, their credibility.

This Leadership Development Programme of Action B.C.'s strategy grew out of its fourth objective "...to provide...information and resources...." It is very much in keeping with its catalyst role which allowed it to influence but not be part of the delivery system.

Public Awareness Events

The 137 public awareness events were comprised of a number of elements: the WAMM(WACK) Walk, "Beat the Clock" obstacle course for children, public fitness and lifestyle appraisals, attendance at conferences and conventions.

The circumstances around public fitness appraisal--the lack of a clinical setting--tended to subtract from the total impact of the occasion. This was observed by Todor (1977) and Hatcher (1977). The same observation was made by the SHAPE-UP ALBERTA team in a report about its appearance at the Klondike Days Exposition in Edmonton. (Bourne, 1975:3). The lack of intention by the subjects; the apparent happen-chance of them finding the fitness testing units, tended to trivialize what should have been a powerful learning experience. This notwithstanding, the fitness and lifestyle appraisals were, for most subjects, the only time they had ever encountered these procedures. Apparently it was an intriguing informative experience for most, for Action B.C. workers reported that they were continually amazed at the lack of information participants had about their health and fitness. (Lucy, 1977). They described the participant's reaction to the new information as surprise and incredulity. (Todor, 1977). Both reactions are aspects of an "increased awareness".

The principle objective of the fitness and lifestyle appraisal was to raise awareness about the issues. The development of activity programmes to respond to the new awareness was outside Action B.C.'s mandate. A statement by D. Todor, (1977) sums up the apparent stance of Action B.C. and could be paraphrased as follows: "As far as...following up is concerned, I don't think that's our role." Moreover, Venebles(1977) noted that no effort was made to follow-up with the subjects to ensure that they took action. In fairness it should be stated that the public events tended to attract a very transitory clientele which made follow up nearly impossible withe the staff and financial resources available at that time.

The theoretical underpinings of Action B.C.'s fitness and lifestyle appraisal strategy have been previously discussed. Some comment is required, however, about the possible effect of exciting the public through awareness-raising techniques.

Demotivation occurs following a motivating situation. The individual, once removed from the motivating circumstance will experience a cognitive dissonance, (Festinger, 1957:261), and being away from the supporting environment in which the motivation was created, will tend to rationalize the situation. The onus on them to change their behavior is then balanced by a countervaling tendency to remain as they are. It is therefore important to have the individual take action while he is in a state of heightened awareness, before his motivation begins its inevitable decay. Otherwise, the good intentions of the individual dissipate through the lack of opportunity for trial and adoption.

Both Birch and Veroff (1966:6), and Wiebe(1952:683) as discussed in Chapter 2 (cf p.32) pointed up the importance of the availability of the means to action if behavior change is to occur out of a motivational situation. Weibe, in particular, notes that lack of an appropriate action mechanism is the principle failure of otherwise sound promotional campaigns. Thus the increased awareness created by Action B.C. required an action mechanism which was largely unavailable. Kotler and Zaltman (1971:9) state that "...campaigns unaccompanied by the provision of adequate response channels may result in interest over-kill." It is questionable if the Action B.C. strategy was sound since the fitness and lifestyle appraisal situation was separated from the action mechanism, i.e., the fitness programmes, sports and individual activities that would produce physical fitness. The individual having once been exposed to the appraisal situation without being given a clearly defined course of action, would tend to regard the experience as isolated from his day to day realities. As Kotler, (1972:624) states that when communicating about a product that is unfamiliar or complex, it is most effective to draw the conclusion for or from the audience rather than leaving them to reach it by inference.

It would seem to follow from this that individuals having been through a fitness and lifestyle appraisal, should be specifically encouraged towards satisfying follow-up actions that could be taken immediately. This could be enrolment in fitness-promoting activities whether done in group or individual situations. Whatever the choice, the outcome of the appraisal situation should have been to get the individual immediately active in some form of formal or informal delivery system.

A final observation about the efficacy of public fitness and lifestyle appraisal as a motivator follows. Once an individual has been exposed to a motivational situation and has not acted in the recommended direction, he is unlikely to re-enter the situation again. The dissonnance created by his lack of action usually precludes further involvement. Lack of action on the part of appraisal subjects was the principal reason for the low rate of return reported by Stothart (1976:14) in the SHAPE-UP ALBERTA project. Comments by Action B.C. workers indicated a similar low return to its public testing sessions. (Lucy, 1977), (Holmes, 1977), (Todor, 1977). It seems logical that if appraisal subjects have done nothing to change their condition, there was very little reason for them to repeat the procedure. In short, it is suggested that conducting public fitness and lifestyle appraisals as a means of raising awareness may be counter-productive to inducing wide-spread adoption of the physical activity innovation.

School Visitation

Representatives of Action B.C. made visitations to 175 schools. A distinction is made here between the daily physical education projects which usually involved an extended contact with a school district and the short visitation to a school to conduct fitness and lifestyle appraisals of students and/or staff training. These latter kinds of events involved a one or two day visit.

They were conducted by Action B.C. in response to requests from the schools that could not arrange to visit Action B.C.'s Pacific National Exhibition test centre in Vancouver. (Action B.C., 1976b:2).

Three objectives seemed to have been intended for the school visitations. The raising of awareness about the fitness and lifestyle issues among the school children is an expected objective. The creation of opinion leaders for fitness and lifestyle among the teaching staff, many of whom were not physical educational specialists, was a second objective.

The results of testing in 1975-76 as summarized in Action B.C.'s report (1976b:2), indicated that 66.5 per cent of those children tested needed to improve their physical fitness. Testing disclosed a problem which was the third outcome. This had the effect of making fitness and lifestyle concerns more salient within the school. Communication of the test results into the home had the added effect of alerting parents to the problem.

In most cases these events did not produce much immediate change in the physical education programme of the school. But the results caused discussion at the staff level and in some cases among school board members. By this means, the issue of fitness and lifestyle was made salient among educators and administrators. (McKeen, 1977). This is a primary step in effecting social change. The school visitation programme was an important aspect of Action B.C.'s catalyst role. It raised awareness of the problem at both the individual and organizational levels and thus opened the fitness and lifestyle issues for discussion.

Raising Public Awareness

Public awareness events such as the WAMM(WACK) Walk, the "Beat the Clock" obstacle race for children were in response to Action B.C.'s first objective to raise awareness. Their intent was to have a fitness and lifestyle presence in as many communities as possible and to leave a group of skilled people as opinion leaders in the locale who could carry on once the Action B.C. unit had moved on. (McKeen, 1977). It is well known that mass public events tend to attract those who are already favorably disposed to an issue and that the people who are negatively disposed stay away. This seems likely to have been the case with the Action B.C. public events. Nevertheless, an important feature of theories on awareness raising is to maintain the steady pressure of information about the issue. In this way, the public is then surrounded by information. (McLuhan's "surround", cf p.274). The pervasiveness of a message transmitted through encountering a jogger picking his way through traffic, a fitness slogan on a milk carton, a colleague talking about his fitness test are all part of the "surround" that raises the awareness of the individual.

Events such as the WAMM(WACK) Walk added more strength to the process. They enhanced the intensity of the individual's involvement through a strong display of community support. Kelman and Warwick, referring to the effect on individual participants in an event receiving wide community support state:

> ...When an action is officially sponsored and involves large numbers of the community... then the very fact that it is taking place tends to legitimize it and thus lend attitudinal and social support to it.
>
> (1973:39)

Kelman and Warwick's discussion of action as a source of attitude change has a particular relevance to the analysis of Action B.C.'s public events. They state:

> ...Action exposes a person to new experiences which may serve as the basis for the formulation of new attitudes. As a result of an action, a person may acquire new information...that was unavailable in the past. When a person takes action he may receive social support...which would increase his commitment...and help persuade him that (it) is legitimate and reflects a wider consensus then he... realized.
>
> (1973:38)

Kelman and Warwick cite the work of Lieberman (1956:401) to support their view. He describes attitude changes that accompanied role changes among union stewards who adopted managerial roles. This is similar to work reported earlier in this paper (cf p.272) of Janis and King (1954:217) and Hoveland, Janis and Kelley, (1953:220). In short, the involvement of the public in these events was an effective strategy and whether or not behavior change occurred is incidental to the likelihood that awareness was raised and attitudes made more positive which in the final analysis was what Action B.C. was trying to achieve.

Physical Education in the Schools

One of the primary emphases of the B.C. Conference on Health and Physical Activity had been the upgrading of physical education in the schools. As has been reported (cf p. 240), Action B.C. had a strong mandate to attempt to initiate change.In their catalyst role they could not hope to change the status of school physical education across the whole province. Since many educators were aware of the examples of daily physical education outside of Canada, Action B.C. recognized the need for a demonstration piece that would operate in conditions typical of B.C.

The emergence of the Action North programme in Prince George at the time Action B.C. was getting underway was a happy coincidence in that it provided a needed example. It is important to note that Action B.C. did not initiate this project although they were included in the early discussions and were most supportive. Action North grew out of local concerns and the examples of the actions they took were given wide publicity by Action B.C..

It is interesting to note that this first daily physical education project took place in a location such as Prince George. This is a frontier city well away from the main population centres of B.C.[35]

Prince George is very similar to Rogers' (1962:81 ff) description of innovative communities as having mobile populations, being relatively younger both in the average age of the population and in the age of the community itself. Lacking precedents or persons of long tenure, they tend to look outside the community for ideas and are more able to accept innovations. Rogers notes that older communities with more traditional values are much more resistive to change. These older communities seek examples of others similar to themselves when considering change. However, Prince George was B.C.'s most rapidly growing city in the 1960's and was still in a ferment of development at the time of Action North. (Galligher, 1979).

It is notable that the individual who spearheaded the campaign for daily physical education had received his training outside the country and brought into the school system a fresh approach, uncluttered by current bureaucratic concerns. This individual parallels Rogers' description of the innovator who brings fresh ideas into a social system. Thus the two essential features of a change situation existed: The permissive climate and the innovative leader.

Action B.C.'s procedure in making an intervention into a school district ensured that they encountered very little resistance. However, a latent resistance was apparently present and subsequently influenced the situation. The invitation by a school board came with the endorsement of the Superintendent. They were thus assured the full support of those with power to make decisions.

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[35] It was wryly observed by one Prince George teacher that Action B.C. strongly encouraged the project because it could not find a school district elsewhere that venturesome enough to try daily physical education. (Jansen, 1979).

The practice of Action B.C. of working through a locally appointed physical education coordinator assured that the project was always in local hands. It also insured that Action B.C. was not perceived as part of the resource delivery system. Of equal importance was that it be seen to be in local hands. It thus encouraged pride in the principle of "local control" which animates North American democracies.

The availability of resource materials, aid and expertise from Action B.C. temporarily helped to answer the ever present questions about teacher expertise in physical education.

The daily physical education programmes in Nanaimo and Revelstoke provide contrasts which are instructive. The two projects started at the same time and encountered some of the same problems. One of the crucial factors in the life cycles of the projects was the manner in which they started. Another was the nature of their sponsorship.

Action Nanaimo started through the efforts of a community group who thoroughly researched the question and then applied an effective lobby to the School Board. The course of their action closely parallels Holland's typology of community action. (Sower C., et al., 1957:222).

A *convergence of interest* occurred around the issue of physical fitness of school children by an *initiating set* developed among community leaders, and notably the University Women's Club. A *charter* proposing how to deal with the issue was raised. *Sponsorship* was obtained after a strong lobby to the Nanaimo School Board. Resources were provided or mobilized as a result of *legitimation*. An *execution set* developed through increased community interest resulting in an organization that had power and resources to work towards the *fulfillment of the charter*.

On the other hand, Action Revelstoke was started after a skillful job of selling the merits of daily physical education to the School Trustees by the Superintendent and representatives of Action B.C. In the former, a daily physical education project resulted from a felt need among parents. In the latter, it resulted from the persuasion of persons with power. In either case, the decision to proceed with daily physical education was taken at the highest level and was without apparent opposition. There was no consultation with the teachers or principals who would have to deliver the programme. The effect was that classroom teachers were confronted with the task of teaching what was for many of them an unfamiliar subject. (Patchett, 1977), (Jansen, 1979). This tended to act against the furtherance of daily physical education at later stages reflecting what so many students of social change processes could have predicted in advance.

The overwhelming support given to the teachers provided an incentive to make an attempt. They were given voluminous amounts of literature plus in-service training and the assistance of a physical education specialist teacher to help in areas where they were least confident. (Patchett, 1977), (DiGeorgio, 1978). In the face of all this support, it was difficult to refuse. The resistance to daily physical education that was described earlier (cf p.259) did not emerge right away. It sprang from the absence of any felt need among the teachers for this new innovation. (Hunter, 1979).

In Nanaimo, once some of the undesirable realities of the new programme were felt, those opposed to daily physical education could point to the problems created by it and muster their arguments against it. Much of the resistance was overcome by the work of the physical education coordinator and the members of the parents' group who gradually assumed more responsibility for teaching physical activities. The Action Nanaimo physical education coordinator worked with the full support of the School Board and was able to muster wide support from the parents.

In Revelstoke, the physical education project lacked this wide community support. The limited number of Revelstoke volunteers suport this viewpoint. For example a volunteer fitness tester expressed disappointment at the weak response from the community to radio advertisements for help with the programme. (Baird, 1977). It is significant that a general call for help over the radio had to be made instead of teacher-to-parent contact through a school newsletter. This suggests that an important source of help in these projects (the parents) had not come forward voluntarily in sufficient numbers. Moreover, Baird reported a lack of enthusiasm for the programme among some of the teachers with whom she had dealt. Another volunteer commented that the classroom teachers did not support the physical education coordinator as much as they could have.

Evaluation of the Revelstoke project at the end of its first year was classified as a qualified success. In the Action Revelstoke report this success was cautiously stated. For example, instead of being able to report enthusiastic support by the teachers, the author mentions that

> I have seen very little outward resentment toward the concept of daily physical education
> (Patchett, 1977:5)

Instead of being able to report a strongly positive account of community response, the author can only state:

> The programme hasn't produced great hordes of people jumping up and down with enthusiasm, but it has raised levels of awareness...
> (Patchett, 1977:2)

At the end of the first year of Action Revelstoke the Superintendent who had been instrumental in its initiation, left for a new appointment. The daily physical education project thus lost its main supporter in the "administration". It was then unprotected from restrictions placed on it through budgetary constraints. One of these restrictions resulted in the withdrawal of the physical education coordinator who had been so instrumental in the successes of the Action Revelstoke project. In short, when the power figure behind daily physical education moved from Revelstoke, the programme suffered a serious setback. Lacking the organized support evidenced in Nanaimo and Prince George, and the "prime movers", the support for the daily physical education classes in Revelstoke began to decline. The exact degree of this setback is unreported beyond a comment by the former physical education coordinator. He noted that by January, 1978 most schools had returned to the traditional way of dealing with physical education. (Patchett, 1979).

Did the Innovation Diffuse?

In considering the efficacy of these projects in the establishment of daily physical education in B.C., it is important to retain a time-frame that extends long enough for the results to show. The time lag between the initial introduction of daily physical education in three communities as pilot projects and general adoption by other communities across the province of British Columbia, is too long for the purposes of this study. Apedaile et al., make a comment that is germane to this situation. Speaking about community interventions by a change agent, they say:

> The gestation periods before payoffs become measurable and the characteristically long payoff streams delay full knowledge of the wisdom of the investment.
>
> (1972:1)

That one of the three projects declined to near its starting level after the initial start up and that the other two experienced difficulties, is incidental to their overall success.[36]

Rogers' model provides some useful insights to the circumstances around the introduction of daily physical education (1962:2). The five characteristics of an innovation that influences adoptions have been described (cf p.17). The *relative advantage* of daily physical education has to do with the improvements created by its adoption compared to the former method of conducting physical education. For the parents and children involved, the relative advantage was high as reported in the various project reports. (Basserman, 1973), (Patchett, 1975), (Di Georgio, 1975). For certain teachers and administrators there were advantages, but for some, daily physical education was a decided disadvantage which they later resisted. The overwhelming support given to daily physical education by the school district administration made it difficult to resist so that initially the opposition was quieted.

The *compatibility* deals with the degree to which the daily physical education innovation was consistent with the values and experiences of the members of the school system.

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[36] The "success" mentioned here is made more relevant to Action B.C.'s objectives in the light of developments that occurred in 1978 and '79 after this research was completed. After various personnel and administrative adjustments, all three projects have grown and at this point have viable daily physical education programmes in operation.

That two of the three projects studied here resulted from community action is a strong indicator that the innovation was compatible. It is significant too, that the one project that came closest to failure was the one without the wide community support.

The *complexity* of the innovation deals with the degree to which it is relatively difficult to use or to understand. Physical education is a recognized discipline within the general domain of education. It has its own special knowledges and techniques, its own jargon. To suddenly ask an untrained teacher to teach chemistry or physics on each working day, would be disquieting to say the least. A similar reaction could be expected from teachers without training in physical education. The subject in itself is complex to the layman and offering it with the frequency that was proposed, presented complex problems. Again, the overwhelming support provided by the school authorities and Action B.C. gave the untrained teachers enough confidence to have a try to improve the physical education program. Thus the complexity of daily physical education was reduced to a level acceptable to the lay teachers.

The *trialability* of the innovation is the degree to which it may be tried on a limited basis. At first glance it might appear that daily physical education within a given school was an all or nothing situation with no half measures. The use of non-specialist teachers and parents to bolster the teaching staff made possible the attempt at daily physical education. Without this feature it would have been necessary to make a large financial commitment to the hiring of physical education specialists. Similarly, the use of existing facilities kept the capital costs of the programme quite low. As a result, these were relatively inexpensive trial projects requiring no great outlay for facility construction or additional staff.[37] While the administrative costs cannot be minimized, they were relatively small compared to the huge outlay required to build gymnasia, sports fields, aquatic facilities, hire staff, purchase equipment, all the functions associated with institutionalizing. daily physical education.

In effect, the three projects made daily physical education divisible into financially feasible portions that could be tried and abandoned if found to be unacceptable to the system. Without these relatively low cost demonstration projects, daily physical education would still be an untried foreign concept.

The fifth characteristic of an innovation that influences its diffusion is its *communicability.*(Rogers, 1971:155). In short, can it be seen? Is it discussible? Action B.C. in its catalyst role ensured that the positive example of daily physical education in Prince George was widely communicated through the ciculation of the Prince George Daily Physical Education Report (Action B.C., 1976a). This document was in stark contrast to the earlier report they circulated about physical education in Burnaby, B.C. (Silva-White, 1975). The two documents represent a significant effort to communicate about the problems affecting physical education and their circulation opened the question of daily physical education for wider discussion across the province. This helped to communicate about this proposed innovation and is a further example of Action B.C.'s catalyst role.

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[37] While existing staff was re-deployed, no additional staff was hired.

The most important feature of each of the three projects examined here, lies in their very existence. The fact that they were even attempted has importance far beyond the mere accounting of their particular successes and failures. In each, three groups--the children, the parents and the educators, were exposed to an innovation that had largely positive results. The phantoms had been confronted. While other spectors could be raised, the reality of what took place would always loom larger than the imagined difficulties.

The Flow of Lifestyle Influence:
Child to Parent?

One concept that was repeated at all levels of Action B.C. was the notion that by influencing school children in the area of fitness and lifestyle, the parents of these children would be influenced to change their fitness and lifestyle habits because:

> ...because the kids are doing it, the parents are too....The kids have an influence on the parents.
> (Kulak, 1977)

> ...You start with the youngsters because they have a lot of persuasive effects on what they can get parents to do.
>
> (Holmes, 1977)

> ...We've had our greatest success taking the message through the schools into the homes.
>
> (Owen, 1977)

These are three typical comments of Action B.C. people concerning the influence of children on their parents. This appeared to be one of the important justifications of Action B.C.'s frontal attack on the school physical education problem. Action B.C. seemed to believe that if a well run health and physical education programme were offered to the school children, the effects would spill over into the lives of their parents and into the community at large.

There is no support for this belief in the literature. In fact, the opposite seems to be true. The evidence disclosed by the research conducted for this paper suggests that parents are the primary agents of socialization; that children take the attitudes and copy the behavior of those persons on whom they depend. (Mead, 1972:366).

Williamson (1966:469) states that it is the parents who exert the primary influence on children and play a powerful influence in socialization. McNeil, (1969:60) states that children learn behavior and attitudes from their parents by imitation. (It is noted here that the principal elements of lifestyle are encompassed by behavior and attitudes.)

The power of the parent to influence the child in behaviors attitudes and lifestyle is all pervasive. Pressy and Kuhlen state this argument with a particular relevance to the physically active lifestyle.

> Attitudes are readily communicated and apparently much more so through indirect...than direct stimulation. If persons about the child are interested and enjoy activities, the child readily falls into the pattern, whereas if persons are half-hearted, listless, uninterested...the likelihood of interest on the part of the child is much lessened.
>
> (1957:427)

Workers of Action B.C. in their collective conviction that the children through interaction may modify the lifestyle of some parents were suggesting a reversal of the usual patterns of socialization. There is only small evidence to support this. Marketers of toys and breakfast cereals note that children have some influence on family purchase decisions. But this is not in any way absolute. Berey and Pollay (1968:70) noted that the child-centred mother in addition to wanting to please her child, also wants to do what is best for him/ her and so resists the child's attempts to influence purchase decisions. Ward, Wackman and Wartella (1977) describe the influence process in their book. Nowhere in this reference is there anything to suggest the existence of an influence process strong enough to change adult lifestyle.

It is therefore concluded that this aspect of Action B.C.'s campaign was out of touch with current thought on socialization and on the influence process.

Community Influence Through Elementary School Physical Education

The three projects studied here indicated an intent to change the physical activity habits of the community at large. These assertions have already been discussed (cf p.255) In retrospect, this seems to have been an objective without a means of realization. No *modus vivendi* appears to have been reached between Action B.C., the schools and the municipal recreation departments. While a minimal collaboration must have occurred to have staged the various community events, the collaboration seems to have been more at the operational level rather than at the level of fundamental planning. The discussion of priorities for fitness activities; of resource allocation to fitness promotion; of facility commitment and leadership development, does not seem to have occurred.

If by some mysterious alchemy of promotion the public had suddenly moved to a higher level of physical activity, the available resources would have been quite unable to meet the demand. This was somewhat due to lack of a coordinated action by the recreation authorities and the school board.

The use of the elementary school physical education programme as a focus of community action towards a general improvement in fitness and lifestyle lacked the essential collaboration with the recreation authorities.

Owen commented on this:

> In the broad base of community recreation, the Provincial Recreation Department saw Action B.C. as a threat at first;[38] and it has been the same in a number of communities.... The community recreation people need a lot of help in the area of fitness.... ...I get the feeling that they think it's (fitness) something they should be doing and they don't know how...; and who is Action B.C. coming along....
>
> (1977)

In summary, Action B.C. in its catalyst role gained entry to these communities through their school systems. Since their contact was with the school authorities they did not gain access to the recreational system except at a service level. To have created the effects that were stated or implied by local objectives required much closer collaboration than they had achieved. The changes they worked for required much deeper and far-reaching alterations in the political and recreational systems of these towns.

But Action B.C. did not entirely fail in its efforts. Its objectives of raising awareness and of interdisciplinary collaboration were more than met. The greater goal resulting from increased awareness, better physical education, attitude change is still in the process of realization.

Interventions in Business and Industry

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[38] The reader should recall that Action B.C. was created out of the B.C. Ministry of Health

Action B.C. described an intervention plan for business and industry that took place in three phases. Each of the three firms studied here had completed the first phase which was directed toward the raising of awareness of the employees about the fitness and lifestyle issues. (McKeen, 1977). This was done in the usual Action B.C. style, with fitness appraisals, Canada Home Fitness Tests, Health Hazard Appraisals, and the Nutrition Twenty-Four Hour Recall. The underlying principles appear to have been the same as those underpinning the community events (cf p.275ff). The intent being to involve the various staff members so as to change their consciousness about the fitness and lifestyle problems.

The second phase of an intervention involved mobilizing facilities and developing a programme which was operated by Action B.C. for the client on a fee-for-service basis. Phase three involved training of staff members from the client firm to operate the programme and a subsequent withdrawal of Action B.C. This three phase operation had taken place at the Cominco plant in Vancouver and was described for this research by the Personnel Director. (Rosenhardt, 1977).

It is notable that while these interventions were reported to be largely successful in achieving the objective of raising awareness, participation in them was not uniformly distributed across the whole work force of the client firms. This has been discussed earlier (cf p.264). The unevenness of the response to the programmes in the three firms bears consideration.

It has been reported that three variables seemed to affect participation:

a. Employee's status level within employment structure in the organization.

b. The physical exertion requirements of the job as perceived by the employee.

c. The schedule of working shifts.

It is noted that these parameters are encompassed in the concept of social status as set forth by Blishen (1967:41). He calculated mean income and education to produce standard scores for 343 occupations listed from Canadian Census data. The workers in the three firms described earlier were from two general work classifications: service workers and legal-clerical workers. As was reported, the service workers almost uniformly abstained from participating in the Action B.C. awareness events; this in spite of the fact that the programme was offered to all staff on an equal basis. Of the legal-clerical workers, 80 per cent became involved.

A proposed explanation is offered here. Service workers fall into the general classifications of bluecollar workers. They have been described previously in this work. Their limited concept of time described by

Gross and Gursslin (1963:168), and their fatalism concerning health and well-being of their body has been described. Their perception of their jobs as providing enough exercise for general health (Henry 1973), and along with simple convenience factors that resulted from shift work, are the basis of their abstenance from the programme.

The contrary is seen in the legal-clerical workers who had a high participation rate. Relating this to the concept of social status, it is notable that white-collar workers tend to come from the middle and upper-middle social classes and carry with them values and concerns different from those of blue-collar workers. This is reflected in a variety of ways as discussed by Anderson, Collette and Feldman, (1963:91), Kaduskin (1966:406) and Martineau (1958:121). The belief system of these workers allows for a deferring of gratification; of regulating or punishing the body now in order to obtain future benefits. In their minds a physically active lifestyle marked by abstenance from tobacco, low consumption of alchohol, a concern about proper diet and exercise is a "smart" way to live. It is therefore not surprising that the legal-clerical workers participated in the Action B.C. events, the norm of health maintenance being prevalent amongst them.

F. Summary

The origins and operations of Action B.C. from its inception in 1973 until 1978 has been examined. The organization was a creation of the newly elected New Democratic Party government of that period and as such was given a relatively open mandate to influence the fitness and lifestyle habits of the citizens of B.C. Action B.C. interpreted its mandate in wide terms and attacked the problem of changing the habits of British Columbians on a broad front.

To accomplish this it employed a number of types of promotional events that highlighted the fitness and lifestyle issues. In addition it conducted interventions in schools, businesses and industries to raise awareness of the client group with a long-term goal of having them adopt improvements in their fitness and lifestyle.

Pursuant to its fourth objective, it developed or mobilized a number of fitness and lifestyle educational instruments as well as various items related to physical fitness. These were sold to produce revenue to supplement its operating grant. Action B.C.'s public events involved large numbers of people and created awareness and enthusiasm about the fitness and lifestyle issues. It has avoided the problem of programme delivery by remaining outside of the delivery system. This has thrown the long-term effectiveness of its work into question on theoretical grounds.

Action B.C.'s school interventions to introduce daily physical education have had largely positive results but its inability to influence the recreation systems associated with the schools has tended to confine its effect to the school population. It has erroneously believed that in upgrading the physical education available to school children was a means of influencing the parents of these children to improve their fitness and lifestyle.

In its work in a business and industry, the emphasis on fitness and lifestyle issues as the centre of attention has tended to pre-select individuals and groups that were pre-disposed to be concerned about these issues. The client firms studied showed that individuals who became involved in fitness and lifestyle programmes tended to be from middle management positions, perceived their jobs as physically non-demanding and worked a regular day shift.

In terms of its objective, Action B.C. has generally operated in a theoretically sound manner with a strong pragmatic emphasis on action.

VII. Case Study Four: Particip*action* Medicine Hat

A. Introduction

Sports Participation Canada[39] known more commonly by its symbol name of Particip*action*[40] was incorporated on 1 September 1971 as a private, non-profit company with the stated intention,

> to promote improved physical activity and physical fitness in the average Canadian.
> (Baka, 1975:25)

More specifically Particip*action*'s intentions included:

1. To show people how physical activity can be fun instead of the dull, laborious lengthy, and difficult undertaking they probably perceive it to be.
2. We must get Canadians to do a "self-appraisal" and to realize that they are not as fit as they could be. This can be accomplished by using the research results that are available and encouraging more research that we can use for this purpose: by inviting Canadians to undertake "personal fitness-indicator tests" (that will be developed) and in a very simple way determine their present level of fitness: and by encouraging people to undergo more sophisticated tests under the supervision of physical educators and doctors.
3. To educate and convince people as to the benefits of physical activity. These would include:
    a. fun, relaxation, and recreational benefits,

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[39] A detailed account of the origins and development of Sports Participation Canada are not necessary for the development of this Case Study. As a starting point the reader is asked to accept that the organization existed and was operating during the time period under study. For a detailed account of the genesis of Sports Participation Canada, the reader is referred to: Baka, 1975:13-77.

[40] Sport Participation Canada is the incorporation-name and Particip*action* is the symbol name. For this case study, the symbol name will be used to identify Sports Participation Canada.

> b. "togetherness" benefits (such as showing people how family life can be enhanced, the pleasure of group activities can be discovered, and the joy of being a part of Cross-Canada activity contributing to our growing sense of nationalism).
> c. physical benefits (sense of well-being, increased energy, more vitality in all parts of one's life), and
> d. mental attitude or mental health benefits (healthier and more optimistic outlooks).
> (Kisby, 1972:12-13

Particip*action*'s function was to motivate the great mass of Canadian public towards regular participation in physical activity. It was hoped that the nation-wide promotion would be matched by an equally powerful grass-roots force which would capture and involve the broad base of physical education and recreation leadership in the nation. (Jackson, 1975:4).

B. The Strategy

Particip*action*, as a commercial corporation, approached the problem of achieving its objective in a unique fashion not previously seen in the field of physical education. It undertook to employ modern marketing methods to achieve its corporate goal. It defined its product as physical activity which was viewed as a consumer product which could be marketed using the same principles and techniques as those used in selling liquor, tobacco or a dish-washing detergent. "I'm a peddler, and my product is exercise". said President Keith McKerracher (1974).

A four step process was envisaged as part of the campaign to market physical activity. This involved four stages, namely: Education, Motivation, Solution and Reminder. These four steps or phases in the campaign were seen as interrelated and reinforcing, recognizing that individual audience members were at different stages of readiness to accept the idea of physical activity. These four phases will be elaborated as follows:

Education was undertaken to inform Canadians about their low fitness levels. The education phase embodied four basic methods:

1. Quoting statistics from reputable studies,
2. Publishing professional testimonies from well known doctors or physical educators.
3. Publicizing testimonials from well known public figures and,
4. Presenting "slice-of-life" commercials on radio or television presenting average people in various sedentary activities.

The idea of Commercials was to hold a mirror up for the average person to see himself in a humourous non-threatening way. (Baka, 1975:40).

Motivation was to be increased by demonstrating to the audience the positive advantages of physical activity; to dwell on the fun, the social contact, the family solidarity and the benefits of weight control and general feelings of "joie de vivre". A high priority in Particip*action*'s plan has been to avoid showing physical activity as painful and sweaty. It was felt that making the product enjoyable and its benefits attainable improved the chances of it being accepted by the public. (Baka, 1975:41).

The *Solution* phase was concerned with directing those who were motivated into a more physically active lifestyle. It required a co-operative effort between Particip*action* and physical education and recreation leaders. This was to ensure that the public was informed of the existing opportunities to be involved in physical activity. Great importance was placed by Particip*action* on the individual's responsibility to decide on a specific course of action to meet his or her own physical activity needs. (Baka, 1975:42).

The final phase of the programme was the *Reminder* stage where people were encouraged to "keep up the good work" or to become active if they had not done so. It was believed that the prevalence of Particip*action*'s logo on signs and advertisements would aid in this reminder process. The use of wide-spread and repeated advertising in sensitizing a public to purchase commodities such as coca cola, various beers and liquors are well documented. (Learner, 1968:151), (Frey, 1955:65), (Vidale & Wolfe, 1957:370). To achieve the maximum advertising impact, Particip*action* set about to obtain free advertising throughout the Canadian information industry. In addition, efforts were made to obtain shared sponsorship with major corporations in the private sector. This involved obtaining promotional and advertising services donated by companies and in return giving them a broader public exposure. This proved to be a viable plan as an estimated value of $600,000.00 was donated from 1 September 1971 to 31 August 1972. (Baka: 1975:47). This figure grew in following years.

C. The Programmes and Services of Particip*action*

Particip*action* has devised programmes and services to carry out its strategy. These can be divided into four categories: Media Activities; Community Activities; Business and Industry Involvement; and Miscellaneous Activities. The categories are outlined below:

Media Activities

Particip*action* has placed a great deal of emphasis on the use of the mass media. Throughout its existence, national exposure has been accorded to Particip*action*:

> The scope and scale of the campaign is awesome. Messages appear everywhere; on T.V., radio, in magazines and newspapers, on posters, pins...billboards...across the country.
> (Financial Post Magazine, 1979:4)

In many cases these announcements have been part of the free time allocated to public service organizations and on other occasions they have been paid for by private sponsors, that have agreed to support them. Kisby described Particip*action* Canada's media campaign:

> What we...do is build awareness, work on attitude change, motivate action, provide information and reinforce positive steps.
>
> The overall effect is to present fitness and activity in a brand new light and to

> establish a new and improved climate for fitness.
>
> (1979:6)

Its media campaign has been reputed to be particularly effective. Close to 80 per cent of Canadians recognize the name Particip*action* and more than 70 per cent feel that the increased fitness interest and involvement in fitness by Canadians is directly attributable to the Particip*action* campaign. (Financial Post Magazine, 1979:8.)

Particip*action* has utilized large billboards to carry the special fitness messages it produced. During a two month campaign in 1973, approximately 700 billboards in Canada carried two special fitness messages that had been produced by Particip*action*. (Baka, 1975:50).

Other means of communication utilized by Particip*action* were transit advertising. This was the use of public service space on mass transit vehicles. Another method was market place advertising. This consisted of placing its message on large sign boards near routes of heavy pedestrian traffic such as in shopping centres.

In addition to this, the uniqueness of its message both in content and style, attracted the attention of feature writers in national magazines and editorialists in many newspapers. This produced a spate of comment in prestigious publications such as *Time Magazine* (1973:16), *Weekend Magazine* (O'Brien, 1972:15) and also various daily and weekly journals in search of a current topic. (London Free Press, 1973:6), (Gilbert, 1973:8), (Fisher, 1974:6).

Community Activities and Demonstration Communities

One of the most significant aspects of Particip*action*'s work has been with demonstration communities. The first of these was Saskatoon, Saskatchewan in the period 1972-74. The work of Particip*action* in that city has been thoroughly studied by Jackson (1975). It will be treated in outline here to provide points of comparison with the subject of this case--Particip*action* Medicine Hat.

Particip*action* Saskatoon was developed to serve as an indicator of the feasibility of the marketing approach being used by Particip*action*. A number of reasons were advanced supporting the selection of Saskatoon.

> Among the most important was the fact that it is one of the cities that has a long winter (something which is frequently used as an excuse in this country for a lack of physical activity). Saskatoon had also demonstrated its ability to organize itself with very dedicated citizen's groups for the Canada Games. It was the size of a city that we felt we could work well with. Moreover, it is served almost exclusively with its own media, thus precluding waste in communication with its people.
> (Sports Participation Canada, 1973a:16)

These motives, together with the fact that Russ Kisby, the agent for Particip*action*, was a native of Saskatoon and familiar with the city, would help to assure greater success of Partici*paction*'s first attempt at a community intervention. A carefully selected site where some degree of success would be achieved was a high priority in the selection of Saskatoon. (Kisby, 1975:53).

In essence the intervention in Saskatoon followed a course similar to Warren's model of community action (1963:315). *The inception of the action system* (Warren, 1963:317) was undertaken by Russ Kisby. After much preliminary preparation including establishing contact with the appropriate Provincial Government Departments, he made a presentation to the City Parks and Recreation Advisory Board in March of 1972. The proposal, to launch a fitness promotional campaign, received a unnanimous approval and on 27 March Partici*paction* made a formal proposal to the City Council that Saskatoon be Canada's first demonstration community. (Baka, 1975:54). The motion to accept this offer was passed by the Council.

The expansion of the action system (Warren, 1963:317) followed this in the Spring of 1972. A local Partici*paction* Saskatoon Committee was formed. It comprised a number of sub-committees and was formed with a cross-representation of the community including recreation, physical education, medical and news media people. A concentrated effort was made to involve community leaders and many volunteers.

The Committee adopted three operating principles:

1. The primary function of Partici*paction* Saskatoon was

to motivate.

2. Promotion was to be positive and family-focused.
3. Particip*action* Saskatoon was to be a short-term organization that would strive to work itself out of existence.

The task of Particip*action* Canada was to supply advice, technical know-how and guidance but the prime responsibility for the success of the project was to fall on the local Committee. In 1973 they responded to this by generating a Provincial Government grant of $2,000.00 which, when added to profits from merchandising the Particip*action*-marked hats, "T" shirts etc., amounted to $5,000.00. In 1974 the Committee was successful in obtaining a grant of $7,665.00 from the City of Saskatoon. (Jackson, 1975:95). These dollar amounts are insignificant when compared to the $250,000.00 estimated as the value of free advertising obtained on radio, television and in the press. (Struthers, 1974).

The Particip*action* intervention in Saskatoon entered the stage described by Warren as *Task Accomplishment*[41] (Warren, 1963:318). This took the form of a thirteen week "ad blitz" combined with special events aimed at citizen participation. During the four weeks prior to the Kick-Off event on 5 February, 1973, the *Saskatoon Star-Phoenix* gave extensive coverage to fitness, Particip*action* Saskatoon and the Kick-Off event for the campaign. This included four editions with full-page advertisements. In all, a total of 1,269 column inches of newspaper page space was donated to Particip*action* Saskatoon. A similar concentration of effort was made through the electronic media. (Jackson, 1975:215ff). The Kick-Off event was a "Community Walk" that called for all citizens to walk around the block. It was intended that on a given signal as many citizens as possible would leave their houses and walk a short distance around the block on which they lived. Each participating household turned on their porch lights indicating their participation in the event. A starting signal was given by the sounding of all church bells and sirens. It was reported that 60,000 people (51) per cent took part in the block walk. When that figure was adjusted to account for those who were legitimately unable to take part, the estimate was that 80 per cent of the available population were involved. (Baka, 1975:56).

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[41] Warren abhors this term, preferring to call it "Operation of the Expanded System". For the purpose of this study Warren's "abhorrent" term "Task Accomplishment" best describes the situation in Saskatoon in the Spring of 1972.

In the months following the block walk, Particip*action* Saskatoon embarked on a series of community events. The over-riding characteristic of each was the extensive use of the news media for pre-publicity and to create feelings of community solidarity. In each event, significant community leaders were involved. Each was publicized well in advance. Each had a particular aspect designed to show the legitimacy of the event. As an example, the "Walk Around the World" event was given national recognition by way of a personal telegram from The Prime Minister. Other events were a Father's Day Picnic (Fitnic), Particip*action* Saskatoon Achievement Week and a three-day aggregate walking competition against the Swedish Town of Umea.

Throughout these public involvement events Particip*action* Saskatoon maintained a steady pressure of information dissemination to their public. This increased in intensity previous to a major event. Following an event, it reported and stimulated reaction to it and then continued to keep producing fitness items for the news media.

The final stage of the action in Saskatoon is still on-going and largely undescribed. Most community activation models dwell heavily on the initiating and developing phases of community action. (Green and Mayo, 1953:323), (Sower, et al, 1957:18), (Kaufman, 1959:13). The sustaining stage often remains open-ended. It is believed that this is the case in Saskatoon. The action is not over. McKerracher's Maintenance Stage of the marketing process is a useful concept in describing the sustaining action in Saskatoon. In this stage, the persons who adopted the physical activity innovation were reminded and in a small way rewarded for their adoption. Those who rejected or who remained undecided continued to receive messages that were made more pointed by the experiences of the Particip*action* Saskatoon campaign.

Both Jackson (1975:80ff) and Baka (1975:62ff) reported apparent wide-spread positive effects from the Particip*action* Saskatoon campaign. Particip*action* Canada enthusiastically reported on an increase of 46 percentage points in the numbers of people who were described as regularly active in a physical activity. This finding was reported after 24 months of the campaign. Jackson expressed scepticism about the marketing surveys on which this figure was based.

> As they appeared, the surveys left far too many unanswered questions about their construction to be assessed for objective validity....
> (1975:115)

In the course of his research, Jackson (1975:80) talked with many of the owners and operators of recreational facilities in Saskatoon. He was thus able to form subjective impressions from their experiences of the campaign effects. The general impression formed on reviewing this material is that some small effect occurred in participation which was attributed to Particip*action* Saskatoon.

Miscellaneous Activities

Baka (1975:69) reported a variety of allied activities undertaken by Particip*action* Canada. Some were tentative starts towards development of a full programme thrust such as their business and industry involvement. Other miscellaneous programmes and services included development of a self-administered fitness test, public presentations, dissemination of literature, a model school programme, a fitness film, a syndicated fitness column, marketed fitness items and a national fitness survey. Some of these activities were not pursued to completion because they came under the development of other agencies. In any case the listing of them is indicative of the eclecticism of Particip*action* Canada in attacking the problem of national unfitness.

While some of these represent significant thrusts towards a better informed public they do not specifically affect the action in Medicine Hat so will not be treated in any more detail.

Consulting Services

As a result of its national publicity campaign Particip*action* Canada became well known in Canada. The uniqueness of its marketing approach caught the attention of Health, Physical Education and Recreation professionals across the country. This and national acclaim resulting from its work in Saskatoon resulted in wide-spread demand for its services. Baka reported that by 1973 the company had requests from seventeen cities wishing to become a test community, (1975:64). He reported that Particip*action* Canada resisted the temptation to become a community development agency and refused all of these requests. The basis of the refusal was the limits of staff size and the fact that they had done what they set out to do, namely demonstrate that a population could be activated to participate in community-operated events. Notwithstanding this general refusal to become involved in duplicating the Particip*action* Saskatoon experience. Particip*action* Canada in 1974 signed contracts to provide consulting services with Action B.C. and with the Alberta Government Department Of Culture, Youth and Recreation. Both contracts were for services in the development of a Saskatoon-like project. Action [illegible].C. wished to activate the City of Penticton. The Alberta Government wanted a project in Medicine Hat as a demonstration piece that could be used as a model for other Alberta centres. In addition to the community development aspect of this contract Particip*action* Canada was given an additional retainer for general consulting services in Alberta.

D. The Intervention in Medicine Hat, Alberta

A narrative account of the action of Particip*action* Medicine Hat would be repetitious. Except for certain significant factors that will be treated at length, the action in Medicine Hat parallels that which occurred two years earlier in Saskatoon.

The importance of Partici*paction* Medicine Hat as a case study of a particular kind of community intervention lies in its deviance from the Saskatoon's intervention. Since in both interventions, the principal concepts were derived from Partici*paction* Canada, it is to be expected that a similar approach and course of action would be followed. While the essential methodologies were the same, the local situations varied causing differences in the courses of the two interventions.

Nine intervention factors have been identified and are displayed in Table X. The situation concerning these factors in each of the two cities is briefly described along with the source of the information. This will be the basis of the discussion of Partici*paction* Canada's intervention strategy which involved extensive use of the information media vcombined with community involvement events.

TABLE X

A Comparison Between Saskatoon and Medicine Hat in Nine Factors Involved in a Particip*action* Canada Intervention

	Saskatoon, Saskatchewan	Medicine Hat, Alberta
Factor 1. Readiness of the Community.	Participaction was very careful in selecting Saskatoon since success with this, their first demonstration comunity, was vital. After consultation with provincial and civic governments a presentation was made to the City Council. (Jackson, 1975:82). The city had a history of innovativeness and enterprise having successfully staged the Canada Winter Games. City Council accepted the challenge of being Canada's first demonstration community. (Baka, 1975:52).	Medicine Hat was a joint choice of the Alberta Government and Particip*action* Canada from a short list of three cities. It was described as a relatively conservative place. (Hook, 1977), (Duncan, 1977). While the City Council approved the intervention, considerable reservations were held about the success of the campaign. (Bokstein, 1977).
Factor 2. Support From Community Leadership	Particip*action* received wide participation from over one hundred community leaders. It became formally established as the Particip*action* Saskatoon Society and quickly set to work on organizing the first campaign event. (Baka, 1975:55).	Chairman was selected in Medicine Hat but before he could act in any direction, he was embroiled in a fundamental disagreement with the Particip*action* Canada organization. After four months of dissention he was removed at the insistence of Particip*action* Canada. (MacDonald, 1975a), (MacDonald, 1975b), (Kisby, 1975a), (Medicine Hat News, 1975:3). His removal resulted in the disillusionment of other committee members and a set-back for the committee. (Duncan, 1977).
Factor 3. Presence of Locally Controlled Information Media	A full set of information media: - A daily newspaper--The Star-Phoenix. - A weekly newspaper--The Saskatoon, Saskatchewan commentator. - Two radio stations--CFQC and CBK. - Two television stations--CFQC-TV and CBK-TV.	A daily newspaper--*The Medicine Hat News* of which the publisher was the deposed Chairman of the Particip*action* Medicine Hat Steering Committee. A radio and television station *CHAT* and *CHAT-TV* managed by a Particip*action* Medicine Hat committee member who was on record as supporting the first Chairman's position about the payment of the news media for advertising services.

Factor 4. Co-operation by the Information Media

Enthusiastic co-operation by the press, radio and television was given from the outset. This took the form of extended coverage of all Particip*action* Saskatoon news stories, a positive reception of publicity and promotional initiatives and the outright donation of free advertisements. The extent of this free advertising in the period January 1973-July 1974 was estimated at $250,000.00. (Jackson, 1975:94).

The conflict about payment for advertising that resulted in the removal of the first Particip*action* Medicine Hat Chairman resulted in a much lower level of co-operation between the information media and Particip*action* Medicine Hat. News stories about Particip*action* Medicine Hat campaign activities were given local news priority only, and promotional activities were often overlooked. The amount of free advertising donated by the local information media was minimal. (Hook, 1977).

Factor 5. Change Agent Involvement in the Community

The change agent from Particip*action* Canada, Russ Kisby, had been a local resident. He was born, raised and educated in Saskatoon. He had been the Director of Physical Education for the local Y.M.C.A. He was well known and respected. During the main part of the Particip*action* Saskatoon campaign, he took up residence in the city and assumed his role as a permanent resident of Saskatoon.

A number of outside agents were involved in the Particip*action* Medicine Hat community. Initially, Kisby was the designate from Particip*action* Canada. On his resignation from Particip*action* Canada, another person was assigned to Medicine Hat. The Alberta Government had a staff member continuously visiting the community in connection with the Particip*action* campaign. None of these visitors, including Kisby, stayed longer than the time needed to conduct their business. Thus the organization continued to feel as though they were in the hands of outsiders. (Bokstein, 1977).

Factor 6. Development of a Local Action Committee

The mayor appointed a sixteen member citizens' committee to lead the campaign. Dr. Sam Landa, a medical doctor well known for his interest in sports and fitness, was elected Chairman. (Jackson, 1975:83). A number of sub-committees were formed with a cross-representation of the community including recreation and physical education professionals, the medical profession, the information media, community leaders and over one hundred volunteers. (Baka, 1975:54).

Particip*action* Canada selected the Chairman (MacDonald, 1975a) who, in conjunction with the Recreation Director, selected the committee. (MacDonald, 1974). The committee did not include many power figures in the local scene. The initial conflict seems to have inhibited its actions. It was unsure and in need of constant prodding by the change agent to maintain any momentum. Kisby (1975b) noted that it had no representation from the business community and had the involvement of too few people on sub-committees.

Factor 7. Mobilization of Resources

In Saskatoon the Provincial Government gave Partici*paction* Saskatoon a grant of $2,000.00 almost as soon as it was constituted. The aggressive publicity campaign operated by Partici*paction* Saskatoon produced a demand for various sports wear and promotional items that were sold to produce revenue for them. In their first year of operation their budget was $5,000.00. In the second year, they received a grant of $7,665.00 from the City Council for current operational expenses. (Jackson, 1975:95).

The Partici*paction* Medicine Hat Committee quickly discovered that they needed basic operational funds and that these were not available from Partici*paction* Canada. They appealed to the Minister for an operational grant. A grant of $5,000.00 was approved and later delivered to the Committee five months later. (Ganske, 1975a & b). The City of Medicine Hat did not offer, nor was approached for funds. The fact that it was well known that Partici*paction* Canada had received $55,000.00 in respect of promotional work made Partici*paction* Medicine Hat's efforts to generate funding quite difficult. (Hook, 1977).

Factor 8. Perceived Newness or Appropriateness of the Innovation

Saskatoon had the advantage and hazards of being the first demonstration community. For the most part the activities they staged had never been done before on such a scale. They had confidence and enthusiasm based on their experience with staging the Winter Games in 1970 and upon the strong community solidarity engendered by the media campaign. (Baka, 1975:54).

Partici*paction* Medicine Hat was in the disadvantageous position of having to duplicate some of the highly successful initiatives of Partici*paction* Saskatoon. Moreover, a number of these had been staged in various Alberta towns by SHAPE-UP ALBERTA. Some even, in the nearby town of Taber. The ideas were not new and there was a reluctance to copy other centres for fear that a weak local performance would reflect badly upon them. (Bokstein, 1977), (Hook, 1975). They were unsure and were unable to function without Partici*paction* Canada. (Smith, 1978).

Factor 9. Overall Community Support for the Project

Jackson (1975:89ff) and Baka (1975:56ff) both report wides-spread community involvement in the Partici*paction* Saskatoon campaign. Major events received participation from as high as 80% of the available population. This was due to the wide-spread publicity given to all events and to the general feelings of solidarity that resulted from being in the centre of national attention. (Marquardson, 1975).

The events of Partici*paction* Medicine Hat that were held in the Winter and Spring of 1975 received modest support from the community. (Bokstein, 1977). It was believed that this was due to insufficient coverage in the news media. In the Winter of 1976 community support of Partici*paction* Medicine Hat events increased and continued to do so until the end of their campaign in September, 1977. (Wellett, 1977).

Discussion

Particip*action* Canada's central concern was about the state of general unfitness in Canada and the necessary means to raise people's consciousness about the problem. The initiative they took in Saskatoon was designed to test out methods by which this could be done and, if it proved to be possible, to provide an example of how large scale publicity and follow-up of community action could bring about participation in physical activity. The initiative in Medicine Hat was an attempt to duplicate (for a fee) that which they had done successfully in Saskatoon.[42] An examination of the two interventions discloses a number of significant factors that were instrumental in the immediate success of the Saskatoon intervention and the relative slowness with which Medicine Hat achieved its success.[43] These are displayed in Table X. They will be examined using Warren's five stage model of community action as a conceptual frame-work. (Warren, 1963:315). Warren's model depicts community action as starting at a particular point in time and proceeding in a sequential fashion through the five stages to a conclusion and to a higher state than existed prior to the start of the action.

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[42] It is significant that Particip*action* Medicine Hat makes no specific mention of its aims until they are defined by Particip*action* Canada for them in a report two years after the inception of the project. (Particip*action*, 1976:1). Even then, only one specific aim is enunciated, viz, "to motivate the citizens to become more physically active".

[43] For the purposes of this discussion, success will be defined as the degree to which the change agent and the local action committee were able to involve local persons in the *campaign*.

The Initial Systemic Environment

This first stage is the condition or situation in the community prior to the start of the action. In it, a problem is seen to exist or certain felt needs are perceived by key individuals. Circumstances other than a problem may also precipitate community action. Warren (1963:316) describes a circumstance where an opportunity existed for positive action, for advantage, as opposed to the correction of a community deficiency. Either circumstance provides part of the context in which the action is developed. Another part of this context, is the previous experience of the community at accomplishing various projects. Warren observed that in many instances an action will emerge in a community that has well established action channels from a community that in a sense enjoys undertaking new projects and has well developed commercial networks of communication channels as a result of this; a community in which there is an expectancy that people will become involved in community events.

In considering the two intervention sites, it would seem that the Saskatoon environment could be evaluated as positive in terms of readiness for the kind of intervention planned. Two years previous to the intervention, the city had been through a four year involvement in preparing and staging the 1970 Canada Winter Games. This was a major event in Canada that included most of the principal indoor and winter sports. It attracted over 5,000 athletes and officials to the community. It was a source of pride to the citizens of Saskatoon that the event had been successfully staged. Thus a sense of community solidarity existed and many of the informal relationships and communication networks still existed at the time of Particip*action* Canada's approach to Saskatoon. "The 'town' was ripe for action". (Main, 1977).

Medicine Hat was selected after Particip*action* Canada had conducted a survey in three cities selected by the Alberta Government, Department of Culture, Youth and Recreation. The basis of the selection centred around the presence of a full set of information media and the availability of volunteers. (Dhanaraj, 1977a). The City of Medicine Hat was described by local observers as a conservative place. (Duncan, 1977), (Hook, 1977). At the time of the Particip*action* Canada intervention it was at the start of an unprecedented economic boom but essentially it was a retirement home for many Southern Alberta ranchers and rural folk. It had never in recent times undertaken such a large-scale community event.

This comparison between the two cities in their initial readiness for an intervention points to two primary differences that may have affected the speed with which their fitness campaigns became operational. It has been suggested that one of these was the previous experience of the two cities with events requiring wide public participation. The other was the general acceptance of new ideas which falls within the term conservatism. Both of these differences are encompassed in the first stage of Warren's model *Initial Systemic Environment*. On the basis of these observations it is suggested that the environment for Particip*action* was more positive in Saskatoon than it was in Medicine Hat.

The Inception of the Action System

The second stage of the Warren model is the point in the life cycle of a problem where people begin to react to it. A group or an individual, often times a "newcomer", (Hoffer and Freeman, 1958:44), perceive the problem as being more serious than before. The problem may have been in equilibrium with other problems and issues and so have a low salience among the many community issues. Part of the task of the initiators was to move the issue along a latency-saliency continuum so as to bring it under public attention. As Warren points out, an issue may be seen to exist but the community influentials may be pre-disposed to keep it secondary to other more timely issues. They have a preference about it but consider it less important than other issues. The initiators of the action system according to Warren, must have strong linkages, both formal and informal to various individuals and organizations who will eventually be involved in the action.

In Saskatoon the action was initiated by Russ Kisby who brought to the situation an unassailable set of credentials. He was born, raised and educated in Saskatoon. He was a well known local figure with high credibility. He had been the Physical Education Director of the local Y.M.C.A. and had left Saskatoon to take a post with the national office of that organization. In his tenure with the Saskatoon Y.M.C.A. he had formed connections with various community groups. Thus he brought to the situation an apparent new expertise while retaining high credibility as a respected local figure. This facilitated the development of the action system. Kisby's credibility was further enhanced by his association with Partici*paction* Canada which, by the time he began to initiate the action in Saskatoon had gained national attention as an agency promoting fitness.

In Medicine Hat only a few of the above conditions obtained. As an initiator of the action, Kisby had nothing more than his expertise and his association with Partici*paction* Canada to recommend him. He was virtually unknown. His own knowledge of Medicine Hat, while enhanced by the study that had been conducted by Particip*action* Canada in the selection process, was still short of that which he had about Saskatoon. There, he was able to advise on the selection of the various committee heads. In Medicine Hat he was aided by the Recreation Director who advised on the selection of the Particip*action* Medicine Hat Steering Committee. He apparently was mis-advised on the selection of the first Chairman. That was a crucial error.

The flow of the action at that point was subjected to various disruptions. The disagreement with the first Chairman and his subsequent removal caused a major embarrassment in public relations. This had the additional effect of demotivating the Committee. (Dhanaraj, 1975). Don Duncan of the Medicine Hat Y.M.-Y.W.C.A. summed up the situation:

> There's no doubt about it, that really threw us off stride.
>
> (Duncan, 1975)

A few months following this, Kisby resigned from Particip*action* Canada and the Medicine Hat Committee was also by now, without a Chairman and a primary resource person. The later appointment of a new Chairman and resource person from Particip*action* Canada helped to stabilize the situation but it required a supreme effort to generate any enthusiasm. This problem was compounded by the continued visitation and departure of the various figures concerned with the development of the project. Thus Particip*action*

Medicine Hat was slow to get into operation. It was continually plagued by problems of low enthusiasm. (Hook, 1975) and continually in need of direction and assistance. Kisby (1975b:3), Bourne, (1976:3), Smith (1978) all refer to this in various reports and letters. In short, the action system in Medicine Hat made a faltering start which retarded the development of the project during the year 1974-75.

Expansion of the Action System

This third stage described by Warren (1963:317) involves a growth process, where the initiators add significant people to their group. In most situations the action system is enlarged to include persons who are added either to sustain or support the various functions of the system or to add prestige and ornamentation. The growth feature of this stage is essential otherwise the action ceases to be that of the community and becomes instead a project of a special group or clique.

In Saskatoon expansion occurred quickly after the acceptance of the project by the City Council. Baka, (1975:54) reported that a local Particip*action* Committee was formed in the Spring of 1972. It was comprised of eight sub-committees and over one hundred volunteers.

In Medicine Hat the development was slower. Kisby pointed out to the first Committee that it was hampered in its effectiveness by the absence of strong representation from the business community. (Kisby, 1975b:3). Unlike the Particip*action* Saskatoon Committee, the Committee in

Medicine Hat did not appear to be a committee of experts. Both Dhanaraj (1977) and Smith (1978) commented on the dependency of the Particip*action* Medicine Hat Committee on Particip*action* Canada. Instead of becoming stronger and more autonomous, the Particip*action* Medicine Hat Committee continued to rely on the officials of the Particip*action* Canada for ideas and assistance. Until late in 1976 this continued to be their prevailing mode.

Task Accomplishment

In this fourth stage Warren indicated that the project came to fruition (1963:319). He noted that in certain circumstances the very growth of the action system itself was part of the task to be accomplished. In the two cities compared here, the task of the action systems was the staging of a number of community involvement events designed to raise awareness about the issues of individual physical fitness. With varying degrees of success both organizations operated a number of events and so achieved to varying degrees what they had set out to do.

Baka (1975:54) and Jackson (1975:87) describe the *Task Accomplishment* stage of the Saskatoon intervention. It was characterized by intensive promotion in the information media and wide involvement of the public in the various events.

Problems that developed in the early stages of the Medicine Hat intervention resulted in a much slower response to the action of Particip*action* Medicine Hat. These have been described. The ultimate success of Particip*action* Medicine Hat in bringing their campaign to fruition was due to continuous action by Particip*action* Canada. In the period of a year they were able to help to transform the situation in Medicine Hat from a public relations debacle to a modest success. An account of this follows:

Task Accomplishment in Medicine Hat

On the appointment of the new Chairman in March, Particip*action* Medicine Hat undertook two events in the Spring and Summer of 1975. These were a "Walk Around the Block" campaign and a community picnic (Fitnic). Both of the events received modest public support. They were somewhat hampered by the absence of wide promotion in the news media and had to rely on other communication channels such as take-home bulletins from the school, service and social club newsletters, public service announcements in the press and electronic media and stories about their events in the news media. Often these were treated as news and reported after the fact which was useless in promoting the event. By the end of the Summer, the Committee was somewhat dispirited. The Department of Recreation Parks and Wildlife were concerned about the state of the Particip*action* Medicine Hat campaign. They invited the SHAPE-UP ALBERTA group to collaborate in a fitness project in Medicine Hat. They wanted a campaign with a strong "how-to-do-it" emphasis. (Alberta Region Y.M.C.A., 1976:14). After negotiations and planning, this occurred in the Winter of 1976.

An important feature of the collaboration between SHAPE-UP ALBERTA and Particip*action* Medicine Hat resulted from insistence by SHAPE-UP ALBERTA that the problems of resource delivery be addressed.[44] As Director of the SHAPE-UP ALBERTA project, the author made this point on several occasions and it was agreed that this would be an aspect of the campaign and that SHAPE-UP ALBERTA would undertake the responsibility of helping Particip*action* Medicine Hat to organize various resource delivery services. These were similar to activities that SHAPE-UP ALBERTA had been operating in its own campaign for over a year (cf p.168ff). They included individual fitness tests, group fitness testing sessions handling up to fifty people at one time, leadership recruitment and training, fitness classes, a speaker's bureau to supply informed speakers for groups requesting information about fitness and nutrition, and the development of a locally based nutrition resource group called a Nutrition Action Committee[45]

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[44] It is important to emphasize that Particip*action* Canada had previously abstained from becoming directly involved in the issues of resource delivery. (Baka, 1975:41). They maintained that this was to be addressed at a later stage in their national campaign; that for the present (1975) their primary task was to raise awareness and get people talking about fitness. (Marquardson, 1975), (Kisby, 1976), (McKerracher, 1978).

[45] It is notable that Particip*action* Canada as a matter of policy did not directly promote nutrition education in any of its projects. It was held that promoting nutrition made their marketing problems too complex; that if people were sold on physical activity participation, improvements in

This was of particular importance to SHAPE-UP ALBERTA because an important part of their mandate was the nutrition education element. Partici*paction* Canada did not take exception to this.

The collaboration between the two organizations appear to have been moderately successful. The SHAPE-UP ALBERTA Annual Report (1976:15) reported the following participation over the five week intervention in Medicine Hat: 239 individual fitness appraisals, 241 persons tested in group appraisals, 22 persons passed the Y.M.C.A. fitness instructor's course, 100 participants in five fitness programmes. In addition, 17 public lectures on fitness and/or nutrition were given as well as six lecture-demonstration sessions in schools. Comparing the participation in the SHAPE-UP Lloydminster campaign with that of Partici*paction* Medicine Hat, it appears that the response in Lloydminster was generally greater (cf p.185). Considering that Lloydminster is one-third the size of Medicine Hat and that the campaign in Lloydminster was two weeks shorter, it would appear that the response level was considerably lower in Medicine Hat. The SHAPE-UP ALBERTA Report concludes by saying that the major problem in Medicine Hat was publicizing the programme in the information environment that existed there. In Medicine Hat, SHAPE-UP ALBERTA did not have a

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[45] (cont'd)nutrition would follow as a matter of course. (Marquardson, 1975).

monopoly position as it was competing with information outlets in Lethbridge, Calgary and Great Falls, Montana. They noted that this situation was made more difficult by the attitude of the local news media who demanded payment for all advertising. The lower response to the campaign would tend to support the assertion that the news media assistance was much lower.

Later Developments

Following the collaboration with SHAPE-UP ALBERTA, Particip*action* Medicine Hat planned and operated a number of community events with increasing success. During the first six months of 1976 they organized and ran a Winter Activity Day, had a float in the May Day parade and held a picnic on the July 1st holiday. All these events received reportedly good support from the community. (Harker, 1978). It is significant that no actual counts of the participants were taken. The Minister of Recreation Parks and Wildlife alludes to this in a letter to Particip*action*'s Ebbe Marquardson. He notes that in the absence of data on participation it was difficult to justify continuance of the programme. (Adair, 1977).

In the Fall of 1976 the second Particip*action* Medicine Hat Chairman resigned. This was handled with extreme delicacy and it was arranged that he continued to serve on the Committee as a sub-committee Chairman. (Medicine Hat News, 1976:1). Dr. Hook was replaced as

Chairman by the Superintendent of Public Schools for the City of Medicine Hat, Dr. Ken Sauer. Concern that the new Chairman have a successful term in office resulted in Particip*action* Canada arranging for him to take a two day orientation trip to Saskatoon. There, Dr. Sauer met individually all the key members of the Particip*action* Saskatoon management team to learn from their experience. (Marquardson, 1976). Thus, the change in leadership in the Particip*action* Medicine Hat Committee was not merely a change of names, it represented a new orientation based on first hand information.

In the Summer of 1976 a report and analysis of Particip*action* Medicine Hat was completed by Particip*action* Canada. It suggested that the awareness raising phase of the campaign had been successfully completed and that the new thrust should be towards motivating the public to take action. Moreover, it recommended that the Particip*action* Medicine Hat Steering Committee adopt a catalytic function in which it:

> ...coordinates events rather than plans and carries out events. Rather than being 'project oriented' the Steering Committee will have to become 'media development oriented'.
> (Particip*action* Canada, 1976:9)

The Report recommended that Particip*action* Medicine Hat undertake a whole series of small events and projects that could be organized and carried out by virtually every group in the community. It was intended that these events would be *Trial Oriented*, i.e. they would actually get people involved--"up and moving and active". It was emphasized that the important element of that stage was variety of opportunity so that there would be activities available all year round. It was hoped that by exposing people to all kinds of activities, they could be led to select one or more that would be suitable for them. Particip*action* Canada defined a three function role for Particip*action* Medicine Hat:

> 1. To be the primary instigator or catalyst group which seek out, motivate, challenge and encourage various businesses and groups in the community to plan and carry out special Particip*action* events and projects.
> 2. To act in an advisory and supportive role to the various groups, in order to help them with their development of the most appropriate plans for action.
> 3. To assist the groups with their media awareness campaigns.
>
> (Particip*action* Canada, 1976:12)

The Report further proposed a list of members for the Particip*action* Medicine Hat Steering Committee and included a list of ten project ideas.

In the year following the Particip*action* Canada Report, the Committee arranged a variety of events. Under the direction of Dr. Sauer they were able to reach an accommodation with the *Medicine Hat News*. Evidence of this is seen in the volume of news and picture stories for this period. From November 1976 to June of 1977 Particip*action* Medicine Hat generated 794 column inches of page space. This was ten times the amount of coverage given in the previous two years. In addition, community groups that responded to Particip*action* Medicine Hat's urgings to sponsor physical activity events, paid for over 600 column inches of advertisements for their particular events.

In the Winter and Spring of 1977 two major events were operated under the general direction of Particip*action* Medicine Hat. They were conducted along the general guidelines set forth in the Particip*action* Canada Report of the previous Summer. These events were a Fitness Week, held from January 28 to February 6 and a challenge event between Medicine Hat and the City of Penticton, British Columbia on May 9-13. Both of these were "umbrella" events in that they covered a wide range of groups, all running their own activities under the coordination of Particip*action* Medicine Hat. A partial list follows:

Skatathon...(Kinsmen Club)
Winter Carnival...(Medicine Hat High School)
Girls' Hockey Tournament...(Medicine Hat High School)
Art Contest...(Southview Mall)
Fitness Testing...(Medicine Hat College)
Caravan of Fitness Walks...(Downtown Business Ass'n.)
Fitness Activities...(P.E. classes of Separate School system)
Sunday Fitness Sermon and Walk...(Ministerial Association)

Bonfire...(Kinsmen Club)

Winter Carnival Activities...(Downtown Kiwanis)

Tug-of-War, Dog Team Races...(Lions Club)

Broomball Tournament...(Rotary Club)

Penticton Challenge

In May, a "Challenge Event" was held between Medicine Hat and Particip*action* Penticton. In this event various groups in each city challenged a similar group in the other city to perform a particular physical activity or test. Scores were kept and totalled for each participating group in each city. Each group's scores were added to the cumulative score for that city.

The event had a number of attractions from a promotional stand point. It capitalized on civic and provincial pride, the competitions were individually established and so reflected the interest and capability of the various groups; it encouraged everyone to participate, not just the star athletes. Of supreme importance was the involvement of the news media who, in this case, found ample reason to give the events full coverage both as news and from the promotional aspect as well.

> There were so many challenges and so much activity going on that the local media worked at a feverish pitch in order to keep up with all of the events.
> (Marquardson, 1977:1)

An important factor in the success of the events was the linkage of radio stations in the two cities which combined their noon hour programming, and gave updates of the status of the competition and spirited motivational comment.

As with the "Fitness Week", the Penticton challenge was comprised of dozens of small competitions between "twin" groups in the two cities. A representative listing is included below:

> *Challenge*: Walk to Church--Mother's Day--May 8th.
> (P)* United Church (142); (MH)* United Churches (250).
>
> *Challenge*: Walk Three Days of Challenge.
> (P) Downtown Business Assoc. (983); (MH) Downtown Business Assoc (1137).
>
> *Challenge*: Walk Three Weeks--School Secretaries.
> (P) Penticton High School (68 miles); (MH) Medicine Hat High (135 miles).
>
> *Challenge*: Luncheon Walk--Two Weeks and Challenge Week.
> (P) Hospital Laundry Staff (198 miles--11 people); (MH) Hospital Laundry Staff (240 miles--16 people).
>
> *Challenge*: Family Swim.
> (P) Aquatic Club (75); (MH) YMCA (80).
>
> *Challenge*: Brownies, Guides, Leaders, Parents--Walk.
> (P) Various Packs (184); (MH) Various Packs (131).
>
> *Challenge*: Recreation Departments--Noon Hour Participation.
> (P) Mon:4, Wed: 66; (MH) Mon; 84, Wed: 91.
>
> *Challenge*: Two Mile Walk for Each of Three Days.
> (P) Cherry Lane Mall (333 people=666 miles); (MH) Southview Mall (134 people+=268 miles).
>
> *Challenge*: Wheelchair Participation.

(P) Handicapped of Penticton (76 people + 315 others); (MH) Medicine Hat Disabled (44 people + others).

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*(MH) Medicine Hat, Alberta. (P) Penticton, British Columbia.

The response to the Penticton challenge was outstanding. All reports indicate this. (Dhanaraj, 1977), (Marquardson (1977:2). Harker reported:

> The final event of the programme was the Penticton Challenge. The participation factor was impressive. It was the closest thing to seeing everyboy in Medicine Hat out in mass in a three day period that I have witnessed in the few years I have lived here. The project was an excellent experience...
>
> (1978:1)

Following the Penticton Challenge, the Alberta Government terminated its contract with Particip*action* Canada. The Government exercised this option at the high point of the action in Medicine Hat. It had been uncomfortable about Particip*action* Medicine Hat almost from the start. It had turned out to be an expensive experiment costing nearly $55,000, not including Government staff time and travelling expenses. Some divergence in viewpoint about the project was expressed in the reports emanating from the two parties to the contract. (Dhanaraj, 1977c), (McKerracher, 1977b).

It had originally been the Government's intention that Medicine Hat would become a demonstration piece for the whole of the province; that recreation personnel could visit and learn how to activate their communities from the Medicine Hat example. The Particip*action* Canada Report expressed surprise that the Government did not take advantage of the opportunity that existed for leadership training in Medicine Hat. Particip*action* Canada also noted that the opportunities for research existing in Medicine Hat were not taken by the Government.

> While the opportunities for close monitoring of the project existed all along, the department...chose to largely ignore the operation of the project.
> (McKerracher, 1977b)

This last observation was no doubt in response to the Minister's comment to Marquardson about the lack of objective measurement (cf p.335).

It had been stated almost from the outset that the Government of Alberta wanted a full recognition of its involvement in the Particip*action* Medicine Hat project. It was felt that Particip*action* Canada had intentionally subverted this goal. Particip*action* Canada cited a telephone survey they conducted in Medicine Hat showing that 95 per cent of the population had heard of Particip*action* and that only 21 per cent credited the Government, Municipal, Provincial or Federal, with the project. Dhanaraj (1977c) observed that it was most likely that the average citizen in Medicine Hat did not know about the Department of Recreation Parks & Wildlife's involvement in the project. McKerracher (1977b), in his report, argued that the best circumstances occur when members of the community perceive a project as locally owned and operated. This did not satisfy the Government's political needs for recognition.

It had been intended that Particip*action* Medicine Hat would ultimately become a working committee of the Medicine Hat Recreation Board. The Committee was quite negative about this according to Willet (1977) and Duncan (1977). Particip*action* Canada was suspected of furthering this attitude which was contrary to the policy of the Department of Recreation Parks and Wildlife.

In short, underlying the termination of the contract was the general disappointment of the Alberta Government with the project. (Dhanaraj, 1977c). It might be concluded that the high cost and the apparent low benefit were the basis of the decision to terminate the Government's involvement with Particip*action* Medicine Hat.

Evaluating the Response

It has been reported that no objective evaluation was made of the Particip*action* Medicine Hat campaign. (Adair, 1977). With the exception of Jackson's study (1975), this was also true of Particip*action* Saskatoon. It should be mentioned that the attention of an independent researcher was not welcomed by Particip*action* Canada. Discussion with the Particip*action* President disclosed a strongly hostile attitude to any independent research about Particip*action* Canada's community activation programmes. (McKerracher, 1977a). Jackson's (1975) findings were not welcomed by Particip*action* Canada he indicated. Similarly the avoidance of outside investigators was evidenced in a letter by a Particip*action* Canada Vice-President to the author. (Kisby, 1977). Their stance was that the one graduate thesis that had been done, (Baka, 1975), was sufficient to tell their story. Their position on research was not unlike many corporations in the private sector that treat their research information as private property which they feel they have no obligation to share with the public. This was regrettable as there was and still is a need for a rigorous study on the effects of the Particip*action* Canada programme.

Having made these observations, the author is constrained to state that both projects were too hard pressed merely operating their programmes to accept the extra task of conducting a parallel evaluation of what they were doing. There are also questions as to the appropriateness of self evaluation. It should be noted also that neither project had the resources available to be able to contract an independant third party to undertake an evaluative study. (Marquardson, 1975). Thus, whatever appraisals occurred were more happen-chance and incidental than systematic.

This notwithstanding, subjective observations by a variety of sources in both cities indicated wide-spread participation in the various community events. (Alberta Region YMCA, 1976:15ff), (Baka, 1975:56), (Bokstein, 1977), (Dhanaraj, 1977b and 1975), (Duncan, 1977), (Harker, 1978), (Hook, 1977), (Jackson, 1975:89ff), (Marquardson, 1976), (Struthers, 1975:94), (Wellett, 1977). While it is now impossible to quantify the degree of success accurately (as previously defined, cf p.324), it is possible to state that both projects achieved high participation levels during their operations so could be said to be successful in terms of the criterion that was defined.

The fact that the two cities were activated by the respective interventions is without dispute. The intent of the activation as defined by Particip*action* Canada was described previously (cf p.306). The questions foremost in the minds of persons concerned with encouraging the public to be more physically active are: Does the community activation process produce the desired behavior in the public and if it does, for how long? Does the community activation process actually get people more active or does it merely elicit an incidental or temporary behavior which passes when the activation stimulus is dissipated or withdrawn. These questions will be examined shortly.

Transformation of the Action System

The events of the Particip*action* Canada campaign in

Medicine Hat have been described in terms of Warren's model of community action (1963:315). Four stages have been described thus far. The fifth stage deals with how the action system or organization that was created to solve a perceived problem or felt need is transformed into a new or different body. It represents the institutionalizing of the means of dealing with the original concern.

The writer suggests that when an action group is promoting certain behavioral innovations, Warren's transformation process may be represented as changes in behavioral norms in the social unit. That is, the institutionalizing of the action may occur first at an individual level rather than at a mass level. To cite an example, the growth of the jogging movement represents a change of norms in society. The transformation of the action system in the case of jogging may have been the change of attitude in many individuals towards this activity. Thus the action system which had encouraged thousands of people to walk or jog *once* was transformed to thousands of individual action systems which even now help the great mass of joggers to continue their activity, and in a wider sense, has institutionalized jogging.

In Saskatoon and Medicine Hat the formal action systems were allowed to lapse but the behaviors they were promoting were given public endorsement through the action campaign. The transformation process suggested above, i.e., the mass action to the individual behavior was perhaps given a small impetus. The implications of this will be discussed in the following section.

E. Analysis

The Social Context for the Fitness Campaigns

Particip*action*'s intervention into the two cities of Saskatoon, Saskatchewan and Medicine Hat, Alberta have been described and discussed using Warren's model of community action (1963:315). In both of these instances the campaign was a means to achieve other goals which concerned changes in the behavior of individual members of the target communities. Particip*action*'s goal was summarized by Kisby as follows:

> Our goal in simple terms is to change the lack-a-daisical attitude of Canadians towards physical activity. To coax them out of their easy chairs into the fresh air or to the nearest gym, skating rink, swimming pool, tennis court, hiking trail...anywhere they can walk, run, skip, jump and enjoy themselves. ...'Come Alive!' is the real message.
>
> (Kisby, 1972b:14)

At first glance this would appear to be a relatively innocuous change in personal behavior, particularly when compared to the behavior changes associated with smoking cessation or changes in eating habits for weight reduction. In effect, this change represented almost a repudiation of the Canadian way of life. They asked people to seek out physical activity where the national ethos had placed high value on the gracious life without physical exertion. (Seely, 1956). The public was to be taught that they were unfit, slothful and well below most other western nations in physical fitness. Where the popular view had once been that after age forty, one should slow down and avoid physical exertion, the public was being told that regular exercise was essential to general health for persons of all ages.

The level of information about physical fitness among Canadians was low. Many adults had been educated prior to 1950 and had a minimal exposure to physical education if any at all. They therefore lacked the skills and knowledge to be active. Many had lived through the economic depression of the 1930's a period of extreme financial hardship for the whole country. This had created a "depression" mentality which caused many adults to place great importance on working for economic security at the expense of recreational pursuits. Most occupations do not provide enough exercise. Physical activities were seen as appropriate as play for the young or as a source of fame and fortune for the professional athlete. For the majority of adult Canadians, sports and physical activities were pursuits best followed on television. Thus it was no simple task that Particip*action* undertook and while the message "to get active" was simple, the behavioral and social ramifications were profound.

This brief discourse has suggested some of the influencing factors which have led to the pre-disposition of Canadians to a lifestyle that was predominantly sedentary. The generalizations that have been made are not without exceptions but are supported by studies commissioned by Particip*action* Canada, (1973:3) and corroborated by various Government studies (Statistics Canada, 1972:1) on observations of the Canadian scene.

Community Activation Campaigns

A community activation campaign generally has as its primary objective the involvement of the public in some or all aspects of the campaign. Without this criterion of public involvement, the campaign cannot be considered as *community* activation.

An example of a community activation campaign would be a fund raising drive for a community welfare fund. In this a large number of canvassers would be recruited and trained; the area to be canvassed would be defined and sub-divided into canvassing units; the legality and legitimacy of the campaign would be established in the public mind through extensive advertising and promotion. The canvass would be made; the results advertised and the campaign ended with a concluding event or celebration. The methodology of this kind of campaign includes intensive promotion and advertising leading to wide community involvement.

The feature distinguishing many public campaigns from the Partici*paction* type fitness campaigns is that the public campaign has a "one-action" goal and is therefore of itself consummatory. This is a term used by Birch & Veroff (1966:33) to describe activity that is satisfying of itself. For example, eating or playing tennis are consummatory. Once the act is performed, the tendency to continue to act is, for the moment, reduced. This is true of most campaigns. The individual performs his "one-action": he votes, or is immunized, or whatever is the campaign objective. Having once done this nothing more remains to be done until the next campaign.

With a fitness campaign, as with others such as seat-belt usage or birth control, a continuous series of actions over an extended period of time is necessary to achieve the *ultimate goal* of the campaign. The term ultimate goal is used here to indicate that the immediate goal of the campaign is an interim measure that is instrumental to the longer term goal. For example, the mere act of buckling a seat-belt is only incidental to the ultimate goal of a reduced incidence of automobile fatalities. Seat-belt usage is only one of a number of measures directed towards this ultimate goal. Similarly, a single walk around the block is not significant to the goal of a lowered incidence of cardiovascular disease. One walk does not of itself materially alter the situation but an individual taking

100 walks would be making significant changes. It is the linkage between the single act performed as a result of a campaign and the ultimate goal of the campaign that is the central issue of this analysis.

The intention in the two Particip*action* campaigns was to give the public an exposure to the fitness idea; to let people try some aspect of physical activity if only briefly. An unwritten strategy of the campaign was to demonstrate that physical activity was for everyone; that community leaders endorsed it; that friends, neighbours and co-workers were also involved. All this had one ultimate goal which was to encourage people to adopt some form of physical activity on a regular basis.

The context within which the two campaigns were conducted was largely favorable to the promotion of physical fitness. The fitness idea was not completely new. It had been advertised and publicized in the national information media by Particip*action* Canada for at least three years prior to the Particip*action* Medicine Hat project. This was not the case in Saskatoon since that campaign was started within a year of the inception of Particip*action* Canada. Still, the great volume of advertising in Saskatoon made the issue a matter of common discussion in spite of the relatively short exposure to Particip*action* Canada's national media campaign. (Baka, 1975:55).

An essential condition for the success of a community action campaign is the public awareness about the issues of the campaign. It can be inferred from the content and the volume of media coverage in Saskatoon (Jackson, 1975:204ff) that there was an awareness (unmeasured) of the fitness issue when the community events were started. Using this same criterion with Medicine Hat it is necessary to infer that the level of awareness about the campaign issues was lower. This inference rests on the disagreement between Particip*action* Medicine Hat and the *Medicine Hat Times* which, it has been shown, gave minimal coverage to all Particip*action* Medicine Hat activities during the first two years of the campaign.

The two campaigns while somewhat different in the sequence of events, were similar in that they combined the aspects of an information campaign with promotional activites that were designed to raise the salience of the fitness issues and to encourage public involvement in the campaign events.

A Theoretical Basis for Community Action

The fitness promotional campaigns in Medicine Hat and Particip*action* Saskatoon are from the same genre as those conducted by Action B.C.. These have been discussed and analysed in connection with the Action B.C. case study, (cf p.278 and p.280). The theoretical bases of the Particip*action* and Action B.C. campaigns are much the same so they will be briefly summarized here.

1. A community action campaign generates enthusiasm and involvement in the issues being furthered by the various events. The interaction of individuals in the campaign events is mutually reinforcing and results in a wide consensus and solidarity about the issues.
(Bruyn, 1963:65)

2. Involvement in an event that draws wide community support gives legitimation and attitudinal support to the issues being furthered by the campaign.
Kelman and Warwick, 1973:39)

3. The act of participating in a campaign event is tantamount to acting out the behavior furthered by the event. The greatest changes in attitude occur when individuals act out or "role play" the desired behavior.
(Janis and King, 1954:217),
(Lieberman, 1956a:385)

4. An individual participating in a community event may receive social support for his behavior which increases his commitment to continue to behave in that way.
(Kelman and Warwick, 1973:38)

5. Participation in a persuasive message by the audience as in reciting a jingle or completing a sentence in the message is more effective in changing attitudes than merely transmitting the message[46] to them.
(Hoveland, Janis and Kelly, 1953:220)

6. The act of participating in a community event may expose the individual to new experiences which may become the basis of the formation of a new attitude to the issues of the campaign.
(Kelman and Warwick, 1973:38).

Personal Action from Community Activation

While objective measures were not taken of the two campaigns that have been under discussion, Jackson (1975:80), (Baka (1975:63) and Harker (1978) gave subjective accounts of wide-spread participation in the various events. On the basis of the six points mentioned above, it could be inferred that the readiness of the participants to be involved in some form of physical activity was greater after the campaign than previous to it.

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[46] The message of Particip*action* Medicine Hat was participation so that involvement by the public in an event was a participation in the message.

The crucial question is, what happened after the two Partici*paction* campaigns? A poorly-defined aim of campaign organizers (cf p.324ff) was that the exposure to the various events would favorably change the attitude of the participants and that this would motivate a behavior change. It is widely reported that the correspondence between attitude and behavior is not high. This was the conclusion of Wicker (1969:41) after a review of 17 studies. Rogers (1973:32) stated that the belief that favorable attitudes would motivate family planning behavior was erroneous. This information would suggest a relatively low level of participation in physical activity by individuals when compared to their actual knowledge level and attitude measures in the campaign cities prior to and after the campaigns.

The question of sustaining behavior after the first trial is of great importance to the ultimate success of a campaign. There is evidence to suggest that without concerted action to provide opportunities and a social environment permissive to regular physical activity, the brief exposure created by a campaign is a futile gesture. For the participants whose knowledge and attitude about physical activity has motivated them to act, there remains the question of what is available to do.

If the level of motivation in an individual is increased, the goal object of his motivation must be available to him (Birch and Veroff, 1966:66) otherwise, frustration and demotivation will occur. Maloney and Schoenfeld (1972:192) referring to the establishment of commercial outlets for a heavily advertised product stated:

> Persuasion translates into action much more readily when the acceptance of the innovation may be accomplished with the greatest ease or convenience.
>
> (1972:192)

Wiebe (1951-1952:679) has already been cited in this connection (cf p.34). He reported four social action campaigns that failed because they did not provide clearly defined courses of action for recipients of the campaign messages--"action channels", he called them. He contrasted these with the hugely successful War Savings Bond campaigns of the Second World War. In these the action channels were easily accessible. It would seem from these examples that the presence of "action channels" is an important feature in the success of community activation campaigns.

If it can be assumed that the two campaigns increased knowledge and made attitudes more favorable, it would follow that some segment of the group with favorable attitudes would have been motivated to take action. The question that follows is, when the campaigns ended, were there any more opportunities to be active that there had been previously? The answer appears to be that there were not. No evidence exists of a parallel programme of facility development or public education about how to be fit. Particip*action* Canada steadfastly refused to suggest solutions to their audience. (Baka, 1975:41), (Marquardson, 1975), (McKerracher, 1978). Thus in the solution phase of their campaign, the participant was left to work out his or her own solution to the physical activity needs made salient by the campaigns.

Jackson's (1975:80) unobtrusive measures of participation in sport and physical activity following the Particip*action* Saskatoon campaign and the observations of Duncan as reported by McKerracher (1977b:2) suggest that the existing facilities and programmes were more fully used following the campaign than previous to it. However, it should be remembered that prior to the campaign these were already in full operation. The question of how much growth was possible in the use of existing facilities is academic. The real question was could the existing facilities have handled an increased demand in the order of 16 per cent of the city population?[47] It does not seem likely that they could have done this, since in neither campaign was there any action toward the development of programmes or the expansion of facilities. The following speculation suggests that they would not have been able to meet any substantial additional demands for programme or facilities. A simple example is illustrative.

On the basis of three forty-five minute physical activity periods a week for upwards of 15,000 newly active citizens, a demand of close to 33,750 participant-hours would have been created. This is the equivalent of four full facility Y.M.C.A.'s operating at maximum capacity for thirteen hours a day, seven days a week all year. This simplistic calculation assumes that all demands for physical activities would be for those requiring indoor facilities and of course this would not be so.

However, even activities that take place out of doors require administrative attention. Large numbers of joggers and cyclists require adjustment in the street traffic, cross-walks, signs, grass repair, and path construction. Recreational ice skating requires snow removal, re-surfacing of ice skating sheets, public sanitary facilities and safety equipment. Hiking trails have to be accommodated with agricultural, forest and wild life demands. Persons who would take up exercise at home need information about the "how to" aspects of physical fitness.

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[47] Rogers (1972:148) suggests than an innovation is adopted over time by a successively greater proportion of the population. For this discussion, assume that the *Innovators* (2.5 per cent of the population) and the *early adoptors* (13.5 per cent of the population) responded to the campaign by adopting the physical activity innovation

It is the absence of "how to" information; the apparent unconcern about the need for new programmes and facilities; the absence of consultation between campaign organizers and elements of the delivery system that suggest a classic marketing myopia (Levitt, 1960:55) on the part of Particip*action*. They seemed to ignore some of the basic tenets of social marketing enunciated by Kotler and Zaltman (1971:8). They defined their product as physical activity but maintained little contact with the delivery system to ensure it was generally available and they remained aloof from providing information about specific activities. They maintained what Kotler (1972:15) called a sales orientation which deals with stimulating sales by promotion and mass advertising. Particip*action* Canada's four part strategy of *education*, *motivation*, *solution* and *reminder*, is symptomatic of this approach. Implied in this is the notion that if the campaign operators "do" the right thing to their audience it will behave in the desired manner. This is a psychological approach fashionable in marketing during the 1950's. (Kotler, 1965:42). It is directed at unknown mental processes going on within people and ignores the surrounding social milieu. It conceives of the participants in these campaigns as entities in isolation from their environment and subject to manipulation rather than being social creatures acting on and being acted upon by their environment. It is this focus upon "doing things" to people to influence their behavior rather than creating environments and opportunities that is the major fallacy of these campaigns. As with the ReNu campaign (cf p.139), the Particip*action* campaigns were more concerned with doing things to people than with getting people to do things.[48]

F. Summary

Two Particip*action* Canada campaigns to increase participation in sport and physical activity have been described and discussed on the basis of three year community activation campaigns in two Western Canadian cities. Both assumed what the organizers conceived of as a community activation technique to develop a local action committee that organized extensive community participation events. These were supported by extensive publicity and promotional efforts through the mass media. Without proper evaluation, it is difficult to quantify the degree to which these efforts influenced the behavior of the two populations in the years following the campaign.

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[48] This was more true of ReNu than of Particip*action* Saskatoon and Particip*action* Medicine Hat. However, the latter two were more concerned about the immediate response to a campaign event than to the long-term involvement in an activity that would have produced fitness.

The campaigns were characterized by wide public involvement in various physical activity events which were designed to raise the salience and to change attitudes about the campaign issues. Particip*action* Canada's strategy was seen to have a strong sales as opposed to a consumer orientation. In the absence of collaboration with the various agencies that comprised the delivery system for sport and physical activity there is a question as to how effective these campaigns could have been in eliciting behavior change. Particip*action* Canada was unwilling to supply the necessary "how to" information essential to facilitate behavior change.

The campaigns appeared to have improved awareness and knowledge about physical fitness but have not faced the larger problem of directing motivated people into appropriate activities.

VIII. A Comparison and Summary of the Four Cases

Four examples of a community activation campaign have been presented and analysed. All grew out of Federal Government concerns about the health and fitness of Canadians and resulted in the formation of Particip*action* Canada as well as the convening of the 1972 Conference on Fitness and Health. They are all expressions of similar concerns and are based upon similar assumptions. In summary these were:

1. A concern about the low fitness status and general health of Canadians. (Lalonde, 1974:27).
2. A belief that actions could be taken that would ameliorate the problem. (Recreation Canada, 1973:2).
3. A belief that if the population was made aware of the problem and properly persuaded they would take action to improve the situation. (Recreation Canada, 1973:3).

Although the organizers of these campaigns were of one mind as to the need for action, they varied in the specific actions they actually took.

It is these various actions that are the focus of this discussion. That four different sets of organizers should develop four different campaigns should be no cause for surprise. It is the nature of the human condition to be at variance with the importance placed on the different elements of a problem. As a consequence there are four different examples of campaigns rather than one campaign repeated four times.

The comparison of these four cases is made in the context of Rothman's models of community organization practice (1968:16). In these Rothman posits three orientations towards purposive community change. Two of these are relevant to this comparison. The third is a social action orientation which presupposes mobilizing a disadvantaged segment of society to confront other segments and to contest for their "rights". This orientation has little relevance to the comparison of the four campaigns. Rothman's other two models of community organization practice are *Locality Development* and *Social Planning*. With some exceptions these models provide a convenient means for comparing the four community activation campaigns that have been described.

The *Locality Development* change strategy as described by Rothman was directed at effecting community change through a broad participation of a wide spectrum of the population. It was populist and inclusive rather than exclusive and was concerned with all aspects of community life as opposed to specific problem areas. It was defined as a "process rather than a programme". (Dunham, 1970:173), (United Nations, 1955:6). It was concerned with the education and the growth of people so that they might develop the capacity to identify their own felt needs and to act in concert to solve the problems they identified. *Locality Development* according to Rothman was concerned with developing within the people a capacity for self-help. It was a long-term process rooted among the people rather than operated by government. (Rothman, 1968:18).

The *Social Planning* strategy was described by Rothman as emphasizing the technical process of problem-solving with reference to clearly defined social problems. Rational planned change was the main emphasis and controlled change had a central place in this model. Participation by the community could vary but was secondary to the importance of professionals and experts who could skillfully guide the change process. Overall, the concern was with delivering goods and services to people within the existing system. The social planning strategy was usually employed by government and has been described as being "remedial" rather than "radical". (Eyfort and Roberts, 1976:382).

While these two models are not polar opposites, they represent two generally opposite positions from which community action campaigns can be operated. Using this quasi-dichotomy, an attempt will be made to compare and to summarize the over-riding approach of each campaign.

A set of ten characteristics that have been derived from empirical observation are the basis of comparison of the four cases. These ten characteristics are arrayed on continua in Table XI. They are conceived as having poles that are approximately opposite and serve to highlight the contrasting approaches taken by the four campaign organizations.

In the section following Table XI the ten characteristics and their relationship to each other on the dichotomies will be discussed and summarized.

TABLE XI

Ten Characteristics of Community Activation Campaigns

Arrayed as Dichotomies

Locality Development	Characteristics of the Organization	Social Planning
Citizen-Initiated	← Political Origins →	Government-Initiated
System Directed	← Objectives →	Individuals Directed
Catalytic	← Campaign Function →	Service Delivery
Consumer Client	← Orientation →	Campaign
	Characteristics of the Operations	
Continuous	← Duration →	Episodic
Specific Publics	← Clientele →	General Public
Serial	← Campaign Issues →	Simple
On the System	← Focus →	On Individuals
Create Conditions	← Method →	Induce Behavior
Local	← Locus of Control →	Remote

In developing this schema the writer attempted to ensure that the respective ends of the continua along each side of Table XI would be mutually consistent and sociologically reinforcing. That is, the Locality Development pole on one continua would correspond to the Locality Development polarities on all other continua on the left side of the Table XI and similarly for the Social Planning poles on the right.

The reader should note that the ten continua displayed in Table XI are grouped in two clusters. The first four deal with the characteristics of the organization that developed the campaigns; what it *was* as opposed to what it *did*. The second cluster of six are those which describe the operations of the campaign. They are concerned with the nature of the action that was developed; essentially the means, nature and target of the action.

Campaign Organization

There is an important distinction to be made between the campaign organization and the agency responsible for the total intervention. The former represents the Local Action Group while the "agency" is the organization, company, society, committee, responsible for planning and organizing the overall operations of which the particular campaign was a part. In the case of ReNu in Manitoba the two were synonymous. There was no Local Action Committee. With SHAPE-UP ALBERTA and Particip*action* Medicine Hat, Local Action Committees were formed to operate the campaigns in their locale which they did with greater or lesser success.

With Action B.C., Local Action Committees were formed in two of the school interventions reported but not in the case of the third--Action Revelstoke. In this, Action B.C. adopted the professional/technical strategy described by Crowfoot and Chestler (1974:403). This consisted of supplying technical resources, training and advice to the local teachers who then implemented the programme. In the other communities, Action B.C. entered at the invitation of a local group with whom it worked to develop action campaigns. In other instances Field Representatives of Action B.C. worked on a specific "community event" which was part of the overall intervention or campaign such as working on some aspect of a convention or public display. In these it adopted the role of an expert and simply provided the skilled services that were expected of them.

The four agencies that operated these projects varied in the formality of their organization from the one extreme of being constituted under their Provincial Societies Act (Action B.C.), to the other extreme where there was no agency as such. The four continua under the sub-title "Organization" are important in that they indicate a particular stance or an orientation to the various tasks that were undertaken.

Political Origins

In terms of the conceptual frame-work developed for analysis here, a government-initiated action has essentially Social Planning orientation since the action emanates from outside of the community. The intent of most government action is rational. Ostensibly it is taking action that is seen as beneficial and will produce a social value at least equal to the resources expended. By its nature, government action is impersonal and inclusive. On the other hand an action initiated by private citizens would tend to be based on a Locality Development orientation, especially if they were members of a given community which is the target of the intervention. For a group of people to develop a community action a certain amount of face-to-face contact would be needed to develop solidarity about the issue. For the issue to have any real validity in the minds of citizens it should grow out of the exigencies of life as lived in the community. These are all aspects of Locality Development. This characteristic separates the four campaign agencies as to viability and longevity. It appears that the closer the agency was connected to the government, the less likely it was to remain in operation. Of the four, Action B.C. was closest to the *citizen initiated* end of the continuum. It grew out of the British Columbia Health and Fitness Conference which had resulted from the concerns of private citizens and a government professional. While the Minister announced the creation of Action B.C. and maintained legal and nominal control of it, the organization was virtually unimpeded in its operations. Of the four, it was the only one to have been chartered under the "Societies Act" of its home province.

SHAPE-UP ALBERTA also had its origins in the concerns of persons outside of government. It is reported that W. Stewart of the Edmonton Y.M.C.A. first of all convinced the politicians of the worth of such a project (Crawford, 1977), (Stewart, 1977); that the civil servants were brought into the picture after the decision to proceed with SHAPE-UP ALBERTA had been made. The administration of SHAPE-UP ALBERTA within the Y.M.C.A. provided a separation from day-to-day government control, which proved to be beneficial. (Burgess, 1975). It was advised by a committee of experts some of whom had been appointed at the suggestion of the Minister. It was reported by Burns (1977) that the minimal involvement of the Alberta Government in the project was cause for comment. (cf p.153). It is significant, therefore, that both SHAPE-UP ALBERTA and Action B.C. are still operating at the time of this writing. Both have survived changes in the respective governments and Action B.C. has even survived a change in the governing party.

Closer to the *government-initiated* end of the continuum are Particip*action* Medicine Hat and ReNu. ReNu, it has been shown, was conceptualized, planned and organized almost entirely without input of elected politicians. It was a creation of civil servants. Particip*action* Medicine Hat, too, was without much popular demand. It did not spring from a public outcry, but rather as a request by civil servants for what was thought to be a politically popular experiment. The involvement of the Provincial Government in the Particip*action* Medicine Hat project was almost the "kiss of death" as once the dollar amount being paid for the services of Particip*action* Canada to promote the project was made known, some very difficult public relations problems were created.

In these last two cases the loss of support by the government spelled the end of one project and a marked diminution of the other. Thus it might be concluded that the closer a project is to being citizen-initiated the more likely it is to continue to be supported by the government having initially received government funding.

Objectives

The objectives of a campaign state in essence what the organizers were trying to achieve. This continuum dichotomizes objectives according to their target. Objectives that are *Individuals-Directed* are those which are concerned with effects created at the individual level. These would include changes in attitude and knowledge about the issue, or changes in behavior. *System-Directed* objectives are those which attempt to alter the system: recreational, educational, industrial, so as to permit or facilitate the population to participate.

A campaign having objectives that are *Individuals-Directed* can be described as having a Social Planning orientation since in centring on individuals the campaign operators ignore the community in which individuals live and interact. The focus on individual behavior is an aspect of a Social Planner's prediliction to regard individuals as the content of problems rather than a creative force capable of solving their own problems.

A campaign with *System-Directed* objectives tends towards the Locality Development end of the continuum in that it attempts to make changes in the system through group action.

Placing the four campaigns on this continuum ReNu falls at the *Individuals-Directed* end. Two of its objectives indicated an individual approach. (cf p.88). Its field practice was entirely directed at individuals and isolated, as it was, from resource delivery initiatives it was left in a position of attempting to influence their clients through an educational experience without influencing the system that would help to give effect to the clients' new knowledge.

Particip*action* Medicine Hat's efforts also fall at the same end of the scale. Its use of mass media and community participation events to motivate participation in physical activities without addressing the problem of creating more of these opportunities was a serious marketing error. It was placed in the position of heightening demand without improving supply. In ignoring the social factors in favor of psychological strategies its campaign was entirely individual-directed.

The community activation strategy of SHAPE-UP ALBERTA fell more to the *System Directed* end of the continuum. The efforts to develop fitness leadership and programmes was a direct attempt to address the resource delivery question. That the programmes it was promoting were counter to the rural norms[49] is incidental to the fact that it was attempting to influence the system. This is equally true of its efforts to establish local action committees. While SHAPE-UP ALBERTA found itself at cross purposes with the Municipal Government's recreation authorities, the initiative was theoretically sound, just the method was incorrect.

Action B.C.'s various thrusts lie at different points on the continuum. Its interventions into the educative process through schools were a combined attack on the problem. In attempting to bring about changes in daily physical education it attempted to influence the system. This is the closest to the *System Directed* end of the continuum of all four campaigns. In its other efforts Action B.C. is grouped with Particip*action* Medicine Hat. This was true of its first phase industrial intervention, but not so of the later industrial phases which were directed more towards system changes.

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[49] The very fact that *Fitness Finders* classes in all the SHAPE-UP ALBERTA towns were abandoned within eighteen months of their introduction, would support this assertion, Lloydminster, Brooks, Stettler, St. Paul, Taber, Olds.

Campaign Function

This characteristic describes the concept of the campaign's function within the target community. In short, what were the organizations trying to do? *Campaign Function* has been dichotomized into *Catalyst* and *Service Delivery*. The former is designated as having an orientation to Locality Development and the latter is more towards Social Planning.. A community action campaign with a catalyst function implies the engendering of social processes in the target community which the campaign tries to affect. It suggests that the campaign will not directly address the issues as such, but rather will facilitate the actions of community members to this end. A catalyst, working in a community towards action by members of that community (as opposed to taking the action itself) implies sympathetic inter-personal relationships, community solidarity and a wide involvement in the issue. This is essentially an aspect of Locality Development.

The other pole of the dichotomy, *Service Delivery*, suggests a task orientation on the part of the campaign. Rather than close inter-personal relationships, it suggests an agency-client relationship, which is circumscribed, narrow and of short duration. Such relationships produce a rationalistic, impersonal treatment of the client by the agency. The Locality Development oriented campaign helps people to interact so as to deal with the issue. A campaign with a Social Planning approach deals with the issue itself.

The ReNu project, with its emphasis on a smooth, efficient appraisal procedures, and its large field staff (large, compared to the other three agencies)[50] is at the *Service Delivery* end of this continuum. It did nothing more than provide a service. At the opposite end of the continuum was Action B.C. which was described as a catalyst, (cf p.271). The catalyst role seems to have been a particularly apt description of Action B.C.'s school interventions where they worked to introduce daily physical education. Other aspects of their operations can be placed more towards the service delivery end of this continuum. This was especially so in its work at conferences, conventions and in first phase industrial interventions. Particip*action* Medicine Hat was located closest to the catalyst end of the continuum. Its efforts to generate local resources; to mobilize the energy and enthusiasm of the people of

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[50] ReNu had a staff of sixteen in its first Summer's operation. SHAPE-UP ALBERTA had a field staff of four in its first intervention at Lloydminster. Action B.C. had a field staff of two. Particip*action* Medicine Hat had no full time staff but relied on services of Particip*action* Canada and Department of Culture, Youth & Recreation when needed.

Medicine Hat bespeaks its catalytic function. That its operations were relatively short-term was unfortunate in that the successes of its third year efforts were not followed up with clear-cut opportunities for the participants to take action.

SHAPE-UP ALBERTA's emphasis on programme development would tend to locate it at the Service Delivery end of the scale. However, its attempt to develop a community-based fitness leadership resource and to establish a working relationship with the recreation system, even though it failed, places SHAPE-UP ALBERTA more to the catalytic end of the continuum than ReNu.

Orientation

The orientation of a community fitness campaign results from the pre-dispositions with which the operators of the campaign approach the various causes or issues they are furthering. It encompasses the matter of emphasis; of relative importance. It is a way of viewing the issues of the campaign in relationship to other campaign elements.

The two extremes of this dichotomy are an orientation towards the client or consumer of the campaign and an orientation towards the campaign itself. On the one, the concern is about what happens to the client as a result of his or her exposure to the campaign. It emphasizes the needs of the client over the needs of the campaign organization. El-Ansary and Kramer (1973:1) reporting about a successful family planning campaign operated in Louisianna, U.S.A., make a strong point about the importance of a client or consumer orientation in their success. This is essentially a humanistic orientation which is an aspect of Locality Development. The other extreme places the importance on the needs of the campaign and on the product it offers. It is concerned with scheduling and efficient staging of events; of creating the right atmosphere. This is a task orientation similar to Thibault and Kelly's (1959:274) description of behaviors designed to "control social and physical environments to yield high outcomes". A task orientation places priority on getting the job done ahead of the feelings and needs of the participants.

Comparing the orientation of the four campaigns, the ReNu project seems to fall the closest to the campaign orientation. Its campaign was described as having a strong research orientation (cf p.118ff) with an ineffective follow-up programme. Aspects of Action B.C.'s campaign can be similarly placed.[51]. This was particularly so with its public demonstrations and their short duration community visits. In these it gave its performance and departed with no promise of a return visit and no effective change mechanism in place. This was similar to Particip*action* Medicine Hat where the emphasis on "doing something" far out-weighed the concerns about how the campaign action was to be translated into continuing behavior. Of the four, SHAPE-UP ALBERTA comes closest to the Consumer Orientation end of the continuum. Its re-test programme and its efforts to create and maintain a local action group give evidence of a commitment to a continuing involvement with its clients.

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[51] No attempt will be made to rate their daily physical education projects on this continuum. Since they were one step removed from the client-participants in the class room, their orientation would be difficult to assess.

Operations

This category compares the operations of the various campaigns on six dimensions which appear to be important descriptive measures. They describe the target, the duration, the issues, the method and focus of the campaign.

Duration

The duration of a campaign is a commentary on the orientation of its operators.

A campaign with a Locality Development orientation is continuous and enduring. It is almost not a campaign in that it has no ending point. Once initiated it is intended that it will continue as a reinforcement of individual initiatives; that it will develop solidarity about the issues being furthered. The development of lasting solidarity is a function of time since cognitive processes are involved in changing attitudes. While certain individuals may experience a galvanizing moment of change in their attitude about an issue, the biggest majority of people change slowly. Lasting change when it occurs, has as its corollary, other changes in social and environmental conditions which take time to occur. In short, solidarity about an issue requires time to develop. Support for attitude change requires time to occur. Thus community action, with a Locality Development orientation would be continuous opposed to episodic.

Rogers' model of the diffusion of an innovation (cf p.22) has four elements of which *time* is perhaps the most important. All cognitive processes take time. Rogers describes the diffusion of of the ideas and practice of family planning as going on over a decade (1973:84). Thus the length of time a campaign operates would seem to be an important aspect in its success. If changes in attitude are to be brought about by the campaign, if the target audience is to receive a full exposure to the innovation, the opportunity to be exposed to it will be increased the longer the campaign continues at the optimum level of effort. The duration of the family planning campaigns as described by Rogers was a decade which seems to be necessary to the diffusion of a taboo-laden, highly personal matter such as contraception. It seems likely that an open, positive behavior, such as increased physical activity would diffuse more quickly. Nevertheless, the time scales on which the four campaigns operated seem less that adequate for a wide diffusion of the innovation.

Of the four campaigns described, only one of them operated as long as twenty-four months. This was the Particip*action* Medicine Hat campaign. This campaign was operated more in reaction to circumstances than as a generator of new circumstance. Unlike Particip*action* Saskatoon, the campaign did not achieve a peak. It went in fits and starts, gathering momentum and then losing it. Its whole course was a series of episodes weakly linked by an under-powered media campaign.

Action B.C. had a variety of operations with different emphases. These will be treated as separate examples and placed as such on the continua. Two of Action B.C.'s school interventions lasted for a ten month school year. Its Action North project lasted eighteen months. In all three of these schools' interventions, the target audience were exposed to the innovation five times a week throughout the campaign. It is significant that as of this writing, all three projects have been incorporated into the school system and have been expanded to other schools there. Thus the campaign could be said to have had a positive effect. It is suggested that the duration of the exposure allowed it to be understood and properly evaluated by the school authorities.

Action B.C.'s other enterprises such as the school visitation, the community walks and its first phase industrial interventions were all short-lived and since they were in isolation from other interest-sustaining events could be regarded as episodes rather than of continuous duration.

In short, it appears as though most of these campaigns were not operated for either a sufficiently long enough period or with a sufficient concentration to generate long-term behavior changes in a wide spectrum of their target population.

Clientele

The clientele of the campaigns are the individual persons to whom the action is directed. They are the persons whom the campaign operators wish to affect. Rothman's Locality Development strategy aimed at a broad participation of the public in the campaign. This implied a wide dissemination of persuasive messages which could be antithetical to the concept of Locality Development. One of the important features of Localaity Development is the development of feelings of solidarity about the campaign issues within various involved groups. In order to create solidarity about the issues, it is strategic that the campaign events and messages be designed to suit specific audience segments. In this way the objective of broad participation is achieved in spite of its apparent impersonalness to the total audience. The involvement of individuals in group activities and communications that have particular appeal to them is an important feature of making personal the elements of the mass campaign and are what give it its Locality Development feature. While the greater public is the target, specific segments of that public are treated in ways unique to their own particular needs thus allowing interaction and the development of solidarity.

A mass media campaign that attempts to reach an undifferentiated audience in hopes that within it, the receptive individuals will be reached, has a low efficiency when the efforts to broadcast are weighed against numbers affected. By centering the campaign upon individuals, the operators attempt to influence factors within the individual to effect change. The social environment in which the individual exists is vital to reinforcing and sustaining changes which may have originated in individual cognitive processes. When these are ignored the efforts towards individual change are dissipated through a lack of a sustaining social environment for those who have been affected.

With specific exceptions in certain of Action B.C.'s efforts, the four campaigns dealt with a largely undifferentiated audience. ReNu, with its social democratic underpinnings offered its services to persons of all ages. It was all-inclusive. Later, after the realities of counselling became clear, clients were restricted to a minimum age of ten. Otherwise, no restrictions were placed. Similarly, Particip*action* Medicine Hat operated on an all-inclusive basis. Its campaign was directed at the population as a whole without any attempt to differentiate the treatment offered to any of the natural sub-groups within the overall population.

SHAPE-UP ALBERTA confined its services to rural persons over age eighteen. This was on the assumption that persons under this age would be in school and therefore exposed to the physical education programme there. Since SHAPE-UP ALBERTA's mandate was to work in the small towns and rural areas of Alberta, no efforts were made to include residents of the cities or metropolitan areas in its clientele.[52]

The various initiatives by Action B.C. represented an attempt at selectivity. It is true its mass participation community events such as the WAMM(WACK) Walk and the physical fitness testing at the Pacific National Exhibition had a largely undifferentiated audience. However, interventions in the schools were selective. They dealt largely with children, with teachers, and with parents of school children. The conferences and conventions attended by Actiong B.C were aimed at adults, predominantly professional class persons. The industrial interventions were directed at workers and management.[53] In each of these thrusts Action B.C. selected a particular target group on whom it focused their efforts. This is contrasted with Particip*action* Medicine Hat and with ReNu which tended to broadcast to the general public. The comparison of shooting at a target with a rifle as compared to shooting with a shot-gun, comes to mind when these campaigns are compared.

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[52] One exception to this was its work in Medicine Hat in collaboration with Particip*action*. This represented approximately 9 per cent of its clientele over three years of operations.

The four campaigns under discussion made no conscious effort to diversify the communication to reach specific segments of the audience. ReNu was without a communication strategy and quite ineffective in its dealings with the information media. Particip*action* Medicine Hat relied on the mass media and made no other deliberate communications efforts that are apparent. SHAPE-UP ALBERTA used local mass media channels, but again, with no deliberate communication strategy in mind. Its fitness testing programme could have been used as a communications vehicle extending beyond the test subjects themselves but this strategy was never employed.

Action B.C.'s strategy in part was to aid a local contact person in operating a campaign. It did not originate news releases although it provided *pro-forma* materials to be used in a local campaign. Since Action B.C. was operating through a second party in many of these events, its strategy as it applied to the general public, is not clear. As with the other three agencies, it tended to use impersonal communication sources. It did not appear to go beyond the conventional, one-source, "radiation" concept of communication. (Thayer, 1968:23).

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[53] The success of these interventions at involving the various employee groups is incidental to this discussion. The important point here is that Action B.C. was diversifying its efforts to communicate with different audience segments, albeit, not too successfully with blue collar workers. (cf p.277).

In summary, the manner in which the clientele of a campaign are defined influences the communication strategies that will be used. This ultimately influences the speed with which adoption of the innovation takes place. To treat the public as a huge, amorphous mass is to over-simplify the communication problems and thereby limit the effectiveness of the campaign.

Campaign Issues

The issues of a campaign are those matters being advanced for active consideration or involvement by the clientele. For this discussion, campaign issues have been classified as simple issues or serial issues. Simple issues are those advocating one response, ("Make your donation to the Community Chest."). Serial issues are those which require a continuous action, ("Buckle up your seat-belt, all the time."). Simple issues have the advantage of requiring one action so the response among those favorably pre-disposed to the issue is high. However, a "one-response" campaign will not likely influence those for whom the desired response is inappropriate, unappealing or impractical. An anti-smoking campaign directed at individuals is an example of a simple issue campaign. It is a matter of common knowledge that smoking cessation is no simple problem. A campaign to have individuals stop smoking reduces what is a complex behavioral problem to a simple issue. A rational consideration of the issue leaves no doubt what the response should be, but rationality is the least effective appeal in combating cigarette smoking.

It is the appeal to rationality in these campaigns and the reduction of the issues to a simplistic form, that places them at the Social Planning end of the continuum. This grows out of the task orientation of the campaign operators for whom it is always easier to address one issue than to confront a many-sided, on-going issue.

The serial issues such as seat-belt usage, family planning to name but two, require a different strategy than one directed at evoking an uncomplicated behavior *once*. The stimulus of the campaign has to be replaced by an on-going stimulus which will motivate the client to continue the desired behavior. This process includes the integration of the new behavior patterns into the cognitive structures of the client and the development of social supports, that will encourage or at least permit the continuation of these behaviors. This latter process is essentially in the realm of Locality Development in that it deals with the development of solidarity, of creating "good feelings" about the issue and, most particularly, creating the means to take action within the family, social or work-groups. This approach recognizes that people receive support from their social milieu. It recognizes that people are most likely to do that which they enjoy doing so that there is a strong affective component in their involvement. This suggests that the idea of *involving the client* in the campaign issues rather than *having them perform* specific behaviors is likely to be the most productive.

Of the four campaigns, ReNu fell more to the simple issue end of the continuum than the other three. ReNu's promotional efforts, however limited, were directed almost entirely at acquainting the public about the ReNu organization or in generating clients for their fitness and nutrition appraisals. It is true that the appraisal experience was a form of communication about complex lifestyle issues. Since the ReNu clients represented a miniscule fraction of the total public in which ReNu operated and in the absence of any effort to use their clients as communicators about the lifestyle issues, it is concluded that ReNu's efforts were directed at the simple issue of involving the public in their clinic.

The Particip*action* Medicine Hat campaign was also towards the *simple issues* end of the continuum although not as far as ReNu. The distinction between the two lies in the suggestion implied by the diversity of community participation events sponsored by Particip*action* Medicine Hat. In sponsoring such a wide variety of events (cf p.340) and by ensuring the participation of many different groups within Medicine Hat, there were aspects of Locality Development. However, the simplicity of the issue which dealt with moving people to participate in the *event* hid the real issues of participation on a continuing basis. This reliance of Particip*action* Medicine Hat on the "one-time" participation as a means of initiating future continued participation is a mark of the Social Planning approach. Implicit in the "simple" campaign is the rationalist view that once the individual has tried the recommended behavior, the overwhelming logic of what he has done will impel him to continue.

Action B.C.'s community events were of the same genre as Particip*action* Medicine Hat and as such it tended to the Social Planning end of the continuum. As with Particip*action* Medicine Hat the campaign issue was directed at having the public participate in an *event* in hopes that the experience would result in moving them towards regular participation. As with Particip*action* Medicine Hat its campaign was directed at a simple issue which by itself was unable to create conditions that would facilitate lasting behavior change.

The schools' interventions of Action B.C. concerned the matter of instituting daily physical education in specific schools. The strategy employed by Action B.C. addressed the various practical questions as well as attitudinal questions and dealt with the issues in relatively small social and work-groups. The duration of the schools' campaigns was short compared to the ten to twelve year school career of the average student. Nevertheless, the contact time allowed many of the issues around the teaching of fitness, nutrition and lifestyle to be addressed. In addition the longer time-frame permitted teachers and administrators to experience and evaluate the daily physical education programme which permitted a continuous serial behavior. Of the four campaigns the schools' daily physical education programmes of Action B.C. came closest to Locality Development.

The Focus of the Campaign

This continuum was concerned with the focus of the campaign. A concern with directly influencing individuals to change their behavior was dichotomized with efforts to influence the social system in which they live and work. Both have the same ultimate goal but the means to it differs. A focus on individuals indicates an orientation in which the individual is seen as responsive to various psychological strategies. It suggests a manipulative approach which deals with people as means. This is a typical of the impersonal objectivity of Social Planning. The focus on the social system conceives of the individual as being largely influenced by the social milieu in which he lives. This tends towards a Locality Development orientation. It is concerned with changing the conditions in the social environment to facilitate behavior change. It recognizes that behavior change occurs with the individual but that whatever changes occur do so within a social context as well. Thus any lasting changes not only must be concerned with affecting the individual, they must be accompanied by a parallel effort to change conditions in the social and physical environment. The social environment would include a sense of community solidarity about the issue leading to a climate that is permissive of the new behavior, a group of adoptors who are both visible and positive about the issue and an absence of any countervaling propaganda about it. The physical environment would include the easy availability of opportunities to be involved in the issue and a strong source of supporting information about it.

Arraying the four campaigns on the *Focus* continuum, the ReNu project falls closest to the *Focus on Individuals* pole. ReNu made no effort to influence the social system of the towns they entered. Its prime concern was to educate and influence its clients with a "quality" experience. ReNu's duration in the community was too short to have any effect on the system (cf p.131). In fact, it was noted that most of the staff complained that they knew too little about the centres they visited to be able to refer their clients to local facilities or programmes. ReNu's efforts to influence behavior through information and education have a rationalistic influence which bespeaks a government operated programme which has grown out of a Social Planning orientation.

Action B.C.'s community events were quite similar to those of ReNu. The reason it is placed closer to the *System Change* end of the continuum is due to the fact that it was at least dealing with members of the social system who were possibly influential at the local level. Certainly these people were sufficiently well placed in the community that they were able to take a lead in organizing a community event. Again, the shortness of the contact between the community and Action B.C. precluded almost any influence being brought to bear upon the social system.

Particip*action* Medicine Hat's position was again, more to the *System Change* end of the continuum than the two previously mentioned. A local organization was created to operate the campaign. Moreover, the campaign ran in episodes over a twenty-four month duration. Thus while no concerted effort was made to affect the system, some effect in terms of increases in knowledge and familiarity with the issues could be expected among persons in the system who were in a position to take action.

SHAPE-UP Lloydminster's efforts to influence the system place it well toward the *System Change* end of the continuum. Its direct action in leadership and programme development and its attempt to create a permanent local action group is more *System Change* oriented than either ReNu or Partici*paction* Medicine Hat. Its efforts appeared to run counter to the local culture and at cross purposes with the Lloydminster recreation system and could be considered its main failing.

The Action B.C.'s school daily physical education projects fall the closest to the *System Change* end of the continuum. By its nature it dealt first of all with the system of administrators and teachers since the attempts by a school district to institute daily physical education, on however a limited basis, necessitated changes at that locus as a primary condition. Similarly its second and third phase industrial interventions necessitated system changes before the programme could be implemented.

Method

The *Method* continuum presented a dichotomy by which to compare the methodology of the four campaigns. At the Social Planning end of the continuum were methodologies that involve inducing the clients to perform certain behaviors. These might be either symbolic[54] as in a community walk, or real as with a scientifically conducted fitness test. Opposite to this are efforts to create conditions in which the individual would be able to take the recommended action in his or her own way. This is dependent on the development of community solidarity about the issues which is an aspect of Locality Development. The efforts to create conditions could take the form of making available the facilities in which to participate. It could mean the construction of new facilities or the re-organization of the way existing facilities were operated. It could mean the introduction and promotion of new activities which require no facilities. In short, campaigns at this end of the continuum deal with the development or enhancement of delivery systems. Campaigns at the other end were concerned with creating demand.

Considering the four campaigns as to methods, ReNu again fell at the Social Planning pole. Its emphasis on dealing with individuals and its strong emphasis on sound information and clinically "correct" procedures gave it a strongly rationalistic position. Any change that occurred would have been with the individuals involved in the testing. As was indicated previously, ReNu made no direct efforts to influence the local delivery system as such.

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[54] The designation "symbolic" for a community walk suggests that the intent of such an event is not for its exercise value but rather as a means of developing solidarity and to give the participants an exposure to fitness behavior in the hope that it may be continued.

Action B.C.'s community events were much the same. Its work with local persons in the development of the campaign placed it away from the Social Planning orientation of ReNu.

Particip*action* Medicine Hat did very little more than Action B.C. in its community events. However, the diversity of the events offered in Medicine Hat and its lengthy efforts to achieve a wide solidarity about the issues placed it closer to the Locality Development end of the continuum than either of the two campaigns previously discussed.

SHAPE-UP ALBERTA's attempts to create local resources and a local delivery system placed it nearer the *Gemeinschaft* end of the continuum than ReNu or the Action B.C. community events. That SHAPE-UP ALBERTA mis-read the readiness of the locale for their programme is incidental to the fact that it was theoretically correct. It did the wrong things for the right reasons.

Action B.C.'s daily physical education projects in the schools and its second and third phase industrial interventions (cf p.266) primarily attempted to create conditions permissive to the furtherance of the campaign issues and so fell closest to the Locality Development end of the continuum.

Locus of Control

This continuum had to do with the location from which the control of the campaign was exercised. Campaigns at the Social Planning end of the continuum are controlled from outside of the community. Sources of operating funds are allocated and controlled by outside persons. The overall plan of which the community action is a part, is developed outside of the community or, from the community's perspective, the action is developed within guidelines developed outside of its control. The essential nature of the campaign is decided elsewhere, only the details within the overall plan are subject to local influence.

At the Locality Development end of the continuum, control of the action is vested in groups or individuals in the locale. A community-wide campaign as such, may not occur in favour of small group enterprises which are focused on the issues. In this kind of situation, control of the action is closest to the participants which increase their feelings of control and personal efficacy. This results in an increase in close interpersonal solidarity which is a dominant feature of Locality Development.

Control of ReNu was vested in the civil servants who administered the project. As in most provincial government sponsored enterprises, the action was planned and controlled from a Government Office. There was no local input into the development of the ReNu plan. This function was assumed largely by civil servants of the Manitoba Provincial Government with support from an Advisory Committee. Thus the ReNu project falls at the Social Planning end of the continuum.

SHAPE-UP Lloydminster is close to ReNu on this continuum. The dependence of the SHAPE-UP Lloydminster Committee on the Edmonton Y.M.C.A. for direction, and its failure to become integrated with the local recreation system, placed it in a position of supplication to the SHAPE-UP ALBERTA provincial organization and to the Edmonton Y.M.C.A. Its inability to generate its own action and thereby become a relevant local force spelled its end. It was too dependent on outside help that became unavailable. While the potential for local control was inherent in the Y.M.C.A.'s plan for the development of local SHAPE-UP ALBERTA committees, this committee was too dependent on outside help and so in effect was controlled from outside of the community.

Particip*action* Medicine Hat ostensibly was controlled locally. However, it has been shown that it depended heavily on Particip*action* Canada for ideas and inspiration and on the Alberta Government for financial support. It is notable too that the work of Particip*action* Medicine Hat was carefully stage-managed by Particip*action* Canada which in turn was prompted by the Alberta Government to which it was under contract. The first two years of Particip*action* Medicine Hat were distinctly under the control of outside agents from Particip*action* Canada and the Alberta Government. Subsequently it came under the Chairmanship of Dr. Ken Sauer who was able to lead it into a new autonomy. It is notable, however, that unlike Particip*action* Saskatoon the Medicine Hat project never became strong enough to become constituted under the "Societies Act" of Alberta. Its place on the *Locus of Control* continuum is further from the remote controlled end than either of ReNu or SHAPE-UP ALBERTA.

The local-level campaigns stimulated into being by Action B.C. came the closest of the four to the locally controlled end of the continuum.. Action B.C. adopted a consultant's role with its clientele and as such was distinctly under some influence by the local operators. Thus whatever the action in which Action B.C. was involved, it had a local influence and so avoided the stigma of being a "foreign import".

Summary

This discussion has centred on the characteristics of community activation campaigns that were observed among the four cases previously decribed. These characteristics were dichotomized and arrayed on continua which allowed a relative comparison of the places of each case. On the basis of the case description and on these comparisons, a set of characteristics will be assembled that represent a constructed type[55] of community activation campaign.

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[55] This term was described in detail in Chapter III (cf p.69) and is summarized briefly in the chapter that follows this.

IX. Development of a Constructed Type of Community Activation Campaign

The development of this Constructed Type of a community activation campaign was based upon the four case studies reported earlier. It is important to the understanding of this process to recall for the reader the description of the Constructed Type.[56]

A Constructed Type is an heuristic device which is used for the purposes of eliminating research minutiae and achieving a structured order of observations. It is not a mean or the mode of a number of cases, nor is it a stereotype in that the stereotype is often without an empirical referent. Its main purpose is to furnish a means whereby concrete occurrences can be compared and comprehended within a system of general categories. McKinney (1954:145) summarizes the Constructed Type as follows:

> It is a devised system of characteristics (criteria, traits, elements, attributes, aspects, etc.) not experienced directly (sic) in this form but useful as a basis of understanding reality.

A Constructed Type does not refer, necessarily to the most common form of a social phenomena but rather to the most sigificantly representative form.

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[56] The Constructed Type is treated more fully in Chapter III (cf p.69).

A Constructed Type Community Activation Campaign

The construction of this campaign type will utilized the general characteristics described as continuum in Table XI (cf p.365). It produces a campaign type that can be directly related to the four empirical examples already described. The construction will be in the form of propositions which will be supported by references to the marketing and social change literatures and to the four empirical examples.

Proposition 1

> *An organization that arises from the felt needs of a community has a greater likelihood of survival as an organization than one that arises out of the concerns of government officials.*

Of the four cases Action B.C. is the best example in support of this proposition since it grew out of the concerns of the health and education communities of British Columbia. While it is true that the Provincial Government featured strongly at its inception, it is equally true that the early steps in its development were taken by private persons and the ultimate form it took was as a private society. Contrasted with this was Project ReNu which was entirely government-initiated and without a formal structure. It disappeared at the point government support was withdrawn since it had no community input.

Implications for an "Ideal" Campaign

Given that community activation compaigns are expensive to operate; that private individuals or agencies are usually unable to assume the financial commitment needed to mount an effective community activation campaign, there are three obvious sources of funding:

1. Government grants.
2. Private enterprise.
3. Some combination of these two.

On the basis of the four cases that have been presented the following recommendations are advanced:

1. Government should not directly undertake community activation campaigns.
2. All initiatives towards fitness and lifestyle promotion should be started at a community level.[57]
3. Volunteers, non-profit organizations such as the YMCA, the YWCA, the YMHA, universities and community colleges or other similar agencies presently in the fitness and lifestyle field, should be encouraged to operate promotional campaigns that are beyond their normal operations, and to this end, should be provided with funding within certain constraints to allow them to do so.
4. Private enterprise should be allowed tax concessions for efforts to promote and develop worthwhile community projects of which fitness and lifestyle programmes would occupy a central position.
5. Citizen efforts to promote improved fitness and lifestyle should be facilitated through the

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[57] The initiatives to which we refer are those directed at the local community or individual. This does not include the national marketing campaigns.

encouragemnent and funding of new or existing organizations that can demonstrate a long-term programme within their constituency.

6. All government-funded fitness and lifestyle initiatives that fall under the general areas of Provincial Governments should be jointly operated through a multi-department Committee involving Health, Recreation and Education. This Committee should administer funds allocated from the participating departments. All funding for local projects should be channelled through the Committee.
7. Criteria for Provincial Government funding should include the following:
    a. A degree of self-funding generated by the requesting community or the agency that would indicate a strong local commitment.
    b. Strength and viability of the organization proposing the project.
    c. Demonstrated ability to sustain a programme long enough to produce a desirable effect.
    d. Demonstration of wide community support which includes a plan to develop a locally based delivery system.
    e. A long-range plan which includes gradual withdrawal of government funding and its replacement by locally generated funding.

These statements of desirable practice are based on the experience of the four cases already presented.

Proposition 2

> *Campaign objectives that are directed towards creating changes in the social system are more likely to produce lasting change in the target audience than campaign objectives that are directed towards influencing individuals to change their behavior.*

This recognizes the social nature of human behavior; that people cannot readily be induced to do that which is away from the norm for their social group. What is "good", "true", "appropriate", "status-endowing", is an aspect of social reality which has to be changed in order to effect individual changes. The susceptibility of an individual to change seems to rest largely on social factors. According to Thayer (1968:233) the social milieu in which an individual lives may have a greater influence on his adoption of an innovation than any other factor. Learning to like or dislike an innovation has strong social overtones which have been discussed by Bloom. These are particularly important in the area of affective learning which deals with the way the individual feels about an issue. Bloom describes a process of thought re-organization which includes both cognitive and social factors. He states that in most cases, if an individual is to "internalize" a new idea or information that is presented to him, it is necessary to discuss and to interact with his peers about it:

> ...for any major re-organization...to take place, the individual must be able to examine his own feelings and attitudes on the subject, bring them out into the open,...compare (them) with the feelings and views of others and move from awareness to practice.
>
> (1964:81)

This is congruent with Dewey's third principle of learning (1959:47) which requires that the material to be learned comes under discussion and interaction between the learner and others. It is also congruent with Rogers' knowledge and persuasion stages of the innovation-decision process (1973:79). In these, the individual is exposed to information about the innovation and through interaction with his peers forms his attitudes towards it.

Proposition 2.1

> *Behavior change efforts that are unaccompanied by social system changes are less likely to create individual behavior change than behavior change efforts which are accompanied by changes in the social system.*

In this proposition the term *Social System* is intended to mean more than just the set of beliefs, roles, sentiments, interrelationships described by such authors as Loomis (1960:5), Parsons (1951:209) and Homans (1950:87ff). It is suggested that in describing the situation in a community which is the target of a campaign, there is an additional factor in the Social System. This is the means whereby the various members of the Social System take action. A means to act is a vital component since the campaign is directed at creating individual action. Thus in terms of this definition, changes in the Social System include changes in the numbers and kinds of opportunities to take the recommended action as well as changes in the cognitive and interpersonal factors mentioned above. Kelman and Warwick support this position. They suggest that change is less likely to occur in the absence of a supporting social environment:

> Changes in cognitive, motivational and interpersonal orientations that are favorable to development may not in fact, promote development unless they are *accompanied by changes in the opportunity structure* (italics added).
>
> (1973:44)

The question of creating opportunities to be regularly active has been discussed in each of the four cases and it is notable that Particip*action* Medicine Hat (cf p.354ff), ReNu (cf p.115) and certain aspects of Action B.C. (cf p.258ff) were unable to provide these opportunities.

Implications for the "Ideal" Campaign

The objectives of an "ideal" campaign should be concerned with two levels of action. One level should be concerned with individuals. It should be directed at raising awareness of the target group; encouraging them to re-organize their way of viewing the issue. It should be concerned with creating socially supportive environments where individuals can feel free to experiment with the innovation without fear of sanction.

Kelman and Warwick (1973:30) described a combined process which involved reducing the fear of adverse consequences resulting from adopting an innovation and of inducing within the target group a sense of playfulness and fun in which an individual can feel free to take a chance; to try the innovation, which further reduces the resistance to it. The second level should support the first. It would take the form of making available opportunities to take action without requiring a total commitment on the part of the individual. This aspect is an application of Rogers' *Trialability* (1973:79) principle, in which the innovation is presented in such a way that it may be tried on a limited basis. But beyond the matter of encouraging first trial there is the larger question of continuation of behavior and implicit in this is the matter of long-term availability of opportunities to continue. A campaign which is to have long-term effects must address this pervading question as well as the matter of providing opportunities for first trial.

Proposition 3

> *Campaigns that are directed towards providing a specific service or eliciting a single response to a particular issue will be less effective in producing lasting change in the target group than campaigns that are directed at changing ideas, feelings and concepts about the issue.*

This proposition is based on the conception of service delivery as being a single process of providing a particular service such as an innoculation, a blood pressure check or a fitness appraisal. Services such as these are usually provided on a one-time basis. If these produce reportable results, they are given to the client and interpreted but no particular effort was made by the service-delivering agent to ensure that the client acted upon the results. This approach was typical of ReNu and of the publically conducted fitness and nutrition appraisals of Action B.C.. To a lesser extent it was also true of SHAPE-UP ALBERTA.

The catalytic function which has been dichotomized with service delivery is concerned with changing the way in which the individual thinks about the campaign issue. Thayer (1968:255) describes what is essentially a catalytic function. This is to alter the individual's beliefs, values, orientations and understandings about the issue. In this, no attempt is made to evoke specific behaviors. Rather, the new perceptions cause the individual to react in their own fashion to the appropriate stimuli. This process has been described by Gestalt psychologists as a perceptual re-organization. (Hill, 1971:97). This approach is exemplified in Particip*action* Canada's mass media advertising.[58]

At an aggregrate level in a community, the catalyst function includes influencing organizations to alter conditions in their environment that allow individuals to act upon their re-organized view of the particular issue.

Implications for the "Ideal" Campaign

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[58] This concept is best exemplified by Particip*action* Canada's 1979-80 advertisements based on the theme "Great moments in sport" in which an ordinary adult is shown playing a sport at a modest level which is glorified far beyond its objective importance so as to illustrate the importance of playing for the enjoyment of the activity rather than as a means to athletic greatness. In short, all athletic performance is great no matter what the level.

The function of a campaign within the definition of this model would be more toward the "catalyst" than the "service" end of the dichotomy. It would include events directed at individuals which might be mistaken for service delivery. The *sine qua non* of these events, however, is the opportunity which follows naturally from them for the participant to become involved on his own time at his own level. These events would be overlaid on a background of information which would favorably depict the issue. This aspect of the catalytic function would include mass media advertising to increase knowledge about the issue and, in particular, to generate positive feelings about it.

Implicit in a campaign of this type is a concerted effort not only to engender involvement, but to also influence the delivery system for the participation so as to be able to respond to demand.

Proposition 4

> *Campaigns that are of short duration (six weeks or less), are less likely to elicit lasting changes within a target group than a campaign that is of long duration (longer than six weeks).*

It was suggested that the best campaign was actually a "non-campaign" (cf p.377). By this is meant a continuous steady effort to influence a target audience towards behavior change as opposed to an episode of intensive change efforts. This was based on the observations of Rogers (cf p.17ff). He stated that there are four elements in the diffusion of an innovation.

1. The innovation itself.

2. The communication channels through which the idea is transmitted.
3. The members of a Social System among whom the idea diffuses.
4. Time.

The fourth of these elements is the instrumental feature of Rogers' paradigm. Time is important for the individual member of the Social System to encounter the message. Time is needed for a number of repetitions of the message to reach him so that he will find the idea more at the front of his thinking. Time for him to communicate with respected opinion leaders to check on its validity and worthwhileness. Time for an opportunity to try the idea. Time to evaluate and consider. A campaign of short duration is unlikely to affect all of these processes in one individual. In fact, a short duration campaign could be missed entirely by an individual. At best he may be exposed to a few campaign messages. If these are effective and delivered by the appropriate mode of communication, the individual may be moved further through the diffusion process. The point here is that without a continuous long duration campaign, the individual may not be sufficiently affected to create any movement towards adoption of the innovation.

The other aspect of this question is put forward by Schramm (1973:35). He concludes that a discrete campaign has much to recommend it as a *variation on a continuous programme* (italics added). He cites such advantages as

1. Greater audience attention due to the wider variety of messages and materials.
2. A chance to focus on a special audience or on sub-goals.
3. The use of multiple communication channels carrying complimentary messages to the same audience.

He suggests that the combination is usually synergistic in that changes in the audience behavior produced by the various channels in concert is greater than the sum of the efforts. Reinforcement occurs from the multi media approach, he suggests.

Implications for the "Ideal" Campaign

The "ideal" campaign should have aspects of both ends of the continuum. It should have the on-going flow of information and the availability of resources characteristic of a campaign with an orientation to Locality Development. In addition it should have the short duration, special event directed at particular populations or aspects of the overall problem. Reference to the marketing discipline will be the final word on this aspect of campaigns. Davis (1966:708) suggests that campaigns involving short-term inducements are effective ways to trigger the consumer-buying action. Again, it is important to conceptualize the short campaign as part of an overall *on-going, long-term marketing plan*.

Proposition 5

> *Campaign efforts that are directed towards an undifferentiated clientele have a lower probability of affecting changes within individual members of that clientele than campaigns that are focused upon a specific clientele.*

The practice of dividing a population into homogeneous segments so as to market more precisely, is a relatively recent development in marketing. By the means of market segmentation, sub-populations within the whole can be identified and elements of a campaign or even whole campaigns can be tailored to their needs and interests. (Yankelovitch, 1964:89). A market can be segmented by age, income, social class, location, education -- almost any identifiable characteristic through which buying habits or adoptor behavior can be influenced. When this is done, the needs of the population segment become the criterion by which the product[59] is designed. When a population is not differentiated into market segments, the product being offered cannot be completely satisfactory to some part of the market. Typical of the stance of a supplier to an undifferentiated market is the statement attributed to Henry Ford, "You can have any colour of car you want, so long as it's black. (Levitt, 1960:51).

Without differentiating a population into segments, the campaign operator ignores the need for differing communication sources at differing stages of the adoption process. (cf p.21). For example, at the *awareness* stage, impersonal sources such as the mass media are most efficient for raising the awareness and knowledge level of the

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[59] The term "product" is used here since this discussion is centred on a marketing principle. It can also stand for a particular behavior being marketed as a product (see McKerracher p.333ff) or as an innovation being introduced to a population.

audience. At the *evaluation* stage of the adoption process, personal sources are essential. A word-of-mouth recommendation from a respected opinion leader becomes the important force in moving the individual towards the *trial* and *adoption* stages. When a campaign operator makes use of only one mode of communication there is a likelihood that he will not reach the other segments for whom that communication mode is inappropriate. On the other hand, an audience that is differentiated along specific lines can be subjected to messages that are specific to their particular needs and stage within the diffusion process.

A negative example of the effect of generalizing the clientele is seen in the proportion of elderly people within the clientele of SHAPE-UP ALBERTA. Rural towns generally have a higher proportion of older people than the population at large, (Statistics Canada, 1973) yet the SHAPE-UP ALBERTA campaign reached a relatively small proportion of this population group. It is suggested that the generalized messages of the campaign were misunderstood or not attended to by older persons who may have seen the "physical" aspect of the involvement as inappropriate for persons their age. This is a clear-cut example where specific communications were needed to involve this special segment of the population. The segmentation principle can be applied with equal validity to the design of participation opportunities for the elderly as well as for many other segments.

Implications for the "Ideal" Type

The "ideal" campaign should be based on the findings of market research surveys. These should identify specific groups on which the campaign should be focused. The campaign should be planned and organized around the principal objective which is to meet the needs of these groups. In short, the characteristics of the segment to which the campaign is directed will be an important criterion by which the campaign is designed.

Proposition 6

> *A campaign that treats behavior change as a serial issue will have a greater level of permanent behavior change than a campaign that treats behavior change as a simple issue.*

The terms *serial issue* and *single issue* were defined and discussed in Chapter IX (cf p.402). Briefly, a serial issue is one which requires a continuous series of responses, while a simple issue requires only one undifferentiated response by the target group. A simple issue campaign with its focus on having the individual perform a particular action *once*, makes no provision for a repetition of that action. For example issues such as making a charitable donation or having a chest X-ray are not continuous. If follow-up of the campaign is necessary -- the participant's cheque is returned by the bank, or the person is found to have a chest problem -- the onus is upon the campaign operators to act. Single issue campaigns usually attempt to obtain closure of the situation. The participant is rewarded in some small way to show that he has done his part. No further action is required of him.

Thus it is possible, perhaps likely, that an individual could participate in a simple issue campaign and experience no basic change in his attitude or beliefs about the campaign issue. It is entirely possible for an individual to be carried along with the momentary excitement generated by a skillful campaign operator. A band-wagon effect could be created where the individual perceives that all the significant other people in his environment are involved in the issue. He then becomes involved, not through any conviction, but through an anticipated social pressure to conform. In situations where no countervaling attitudes exist or where the new attitude is not markedly away from the existing norm, the individual can easily be persuaded to participate without changing his disposition to the issue. But this is not adoption. It is merely acquiescence. Once out of the campaign situation the individual may or may not continue to be involved with the issue. If the campaign was effective, the individual may have emerged from the experience with a more positive disposition to the issue than what he had prior to the campaign.

In a simple issue campaign no efforts are made to continue to influence the target group once the campaign has been concluded. It is therefore reasonable to assume that any favorable disposition of the participants existing at the end of the campaign will eventually be eroded. As Kelman and Warwick suggest,

> new attitudes and beliefs will be maintained if the individual participants find themselves in a supportive social environment. Social support is important for the stability of new attitudes. In the absence of social support, it is less likely that new attitudes will be translated into action.
> (1973:35)

The simple issue campaign creates a situation in which the individual is encouraged to take action *once*. A community action campaign directed at long-term change must be operated from a different perspective. Where the simple issue campaign is designed to seek closure, the serial issue campaign is open-ended. If it is successful, it becomes a starting point or a continuation of a long-term behavioral sequence. As such it must address the fundamental questions of attitude and behavior change.

The process of changing attitudes has been described as being comprised of three stages. (Bennis et al., (1964:357). The first of these involves overcoming resistance to change by providing information about the change and showing that its effects will be positive. A part of this first stage is an effort to improve the general acceptance of the new idea[60] by demonstrating that it has a wide consensus. A short-duration, simple-issue campaign does this. By increasing public awareness, by inducing people to try the innovation, the campaign operators are able to create some movement towards trial and evaluation of the innovation. Their most difficult problem is to transform the individual's campaign response into on-going behavior.

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[60] The terms "change", "new idea", "new behavior", "innovation" are synonomous in this discussion and will be used interchangeably.

This process encompasses the last two stages described by Bennis et al., (1964:357). Over the course of these two stages the individual is induced to continue to try the new behavior and by so doing is led to adopt new patterns of action, belief and attitude. If uninterrupted, this process continues to the point where the individual either rejects or gradually accepts the new ideas into his cognitive and social structures. At this point the attitude and the behavior resulting from it is self-sustaining.

The crucial task in transforming the campaign experience into on-going behavior is to induce the individual to try the innovation often enough that he will eventually internalize the attitudes that support it. Internalization is the term used by Bennis et al., (1964:366), by Kelman (1961:57) and by Lewin (1951:228) to describe what happens when an individual comes to accept the new behavior. It is then perceived as instrumental to the achievement of goals that have been made more salient by the campaign. At this point a campaign is no longer required. The individual behaves in the appropriate manner because he genuinely believes it is the best for him.

When a campaign has created a change in the individual's attitude, there still remains the question of translating the attitude change into new behavior. The case studies reported previously have dwelt at length with the need for a means to action so as to (cf p.280), (cf p.140), (cf p.355) sustain whatever change impetus had been created. The authors that have been cited emphasized that if the individual was not in circumstances where he could take action, the recommended action would not occur regardless of the attitudional disposition. Thus a campaign directed at a serial issue must be concerned not only with evoking the appropriate behavior, but also with sustaining and reinforcing it so that the individual is eventually brought to the final stage of *adoption* (Rogers, 1973:79) or to what Lewin (1951:228), Bennis et al., (1964:366), and Kelman (1961:57) called internalization.

The nature of the campaign events plays an important role in the ultimate adoption of the innovation being introduced by the campaign. The reader will recall that most of the campaigns reported here included mass participation events such as a community walk. Action B.C." WAMM Walk and Particip*action* Medicine Hat's "Walk Around the Block" campaign, or public fitness and nutrition appraisals (Action B.C. and ReNu) are examples. There is some question as to their effectiveness in creating attitude or behavior change since their relationship to real life experiences of the participants was slight. For example, the nutrition appraisal provided very little direct experience of correct eating. The fitness appraisal provided very little that had anything to do with solving the problems of getting regular exercise. Similarly, the community walking events had very little to do with establishing a pattern of exercise that was appropriate to the age and life condition of the participants. These events were largely symbolic in nature, designed to create public awareness about the issues. They did not address the questions of what to do, how much to do, how often to do it. Beyond projecting a general enthusiasm about the issue, they were ambiguous.

The question of message ambiguity has been treated at length by Thayer (1972:168). In summary he states that any ambiguity regarding the originator's (of a message) utterances, intentions or *of the consequences of receiving the message* for the receiver, will make the message incomprehensible. This points to an important feature of community activation campaigns. Namely, that they must indicate precisely what behavior is required, and they must strongly indicate the positive results of compliance. Most of the campaigns that have been discussed did not do this beyond evoking a single response to a simple issue. Kelman and Warwick stated that when a new behavior is introduced,

> ...the precise nature of the new behavior must be clear and it must be clearly distinguished from other alternatives. (Further), the performance of the new behavior *must be facilitated*, (italics added).
>
> (1971:32)

Kotler (1972:642) writing from a marketing perspective supports this. He states that when marketing a product that is complex, it is more effective, in terms of persuading a potential customer to buy, if the conclusion of the marketing message is stated explicity rather than left for the audience to reach unaided.

Implications for the "Ideal" Campaign

The application of this discussion to the problem of constructing an "ideal type" of community activation campaign suggests a number of recommended practices. As a first step, the objectives of the campaign should be carefully analysed to determine if the campaign should be directed at simple or serial issues. If the issues are simple, the campaign can be operated in the accepted manner to elicit one-performance responses by the target audience.

If the campaign is found to have a serial issue, the following design features should be included:

1. The campaign should direct the audience to opportunities in which they will have a first hand experience of the innovative behavior.
2. A primary objective of the campaign should be to have the audience experience the innovation a number of times.
3. A major theme of campaign messages should stress the immediate satisfaction as well as the long-term benefits of the innovation.
4. Campaigns should be designed to provide a series of motivational events that are logically sequenced in theme and schedule so as to increase the commitment of the audience over a period.
5. Campaigns should be designed to last over periods of at least ninety days.

6. Campaign activities should be organized so as to raise the knowledge and interest about the issue to a higher level but it should avoid activity or response peaks. To this end, operators of serial issue campaigns should allocate resources to increase public awareness and interest at the first half of the campaign. Having once achieved an optimal level of interest, efforts in this direction should be gradually diminished as the audience can be expected to internalize the attitudes and to adopt the innovation thus decreasing the need for the influence of the campaign.
7. All aspects of the campaign should be part of an integrated plan which deals not only with communicating messages about the innovation but with ensuring that a delivery system is in place that will provide the innovation.

Proposition 7

> *A campaign that is focused on the delivery system will have a greater long-term effect on individual behavior than a campaign that is focused on evoking individual action.*

This proposition is concerned with where the action of the campaign is focused. Is the campaign primarily focused on individuals; making direct attempts to change their attitudes and beliefs, and to this end, encouraging them to try a new kind of behavior? Or is it concerned with influencing or creating a delivery system which would provide opportunities to take action about the campaign issues?

An examination of the four cases indicates that three of them largely centred their efforts on trying to have individuals take action. The campaigns of Particip*action* Medicine Hat, ReNu and the Action B.C.'s community events were in this mode. Only SHAPE-UP ALBERTA's and Action B.C.'s school interventions were at all concerned with changing the numbers and kinds of opportunities available within the particular social system.

The opportunity to act in the recommended fashion is a crucial element in any persuasive effort. If a campaign is organized to encourage people to adopt swimming as a means to obtain regular exercise, the local swimming facilities should be available to them. If, on the other hand, the swimming pools are closed for renovations just as the campaign reaches its peak, a negative reaction can be expected. This point was made by Maloney and Schoenfeldt and applies with particular cogency to public fitness and lifestyle campaigns:

> It is only after the action channels are in place...that special public education or mass persuasion efforts can effectively be applied to bring about...innovation acceptance.... Indeed, one of the most effective media of persuasion...is the accessibility and visibility of the appropriate action channels.
>
> (1973:192)

In the four campaigns very little effort was directed at influencing the system most able to deliver the opportunities for action. The almost complete lack of contact between the Municipal Recreation authorities and

ReNu, Action B.C., Particip*action* Medicine Hat and the abortive attempts at collaboration by SHAPE-UP Lloydminster are indicative of this. The fact that so much effort was directed at individuals to change their behavior highlights this mistaken emphasis. Maloney and Schoenfeldt summarized the position succinctly:

> The first concern of the social planner often must be with altering the behavior of gate-keepers and power elites in existing channels of action in order to establish new or revised channels.
> (1973:192)

Implications for the "Ideal" Type

The application of this discussion to the construction of the "ideal" campaign suggests a dual focus. In order to educate and to encourage the audience to try the innovation, it is necessary to direct persuasive efforts at them. This may be done through whatever channels are appropriate (see Proposition 5). Persuasion should be directed at having the audience try the innovative behavior. In order to ensure a successful first trial efforts should be made to have the experience as rewarding as possible. This implies maximum social support and a positive action climate.

To facilitate the mass involvement, efforts must be made to coordinate delivery of participation opportunities with the mass media advertising. This is the second of the dual foci. In line with Propositions six and seven, the efforts should be directed at long-term continuous action and should provide frequent rewards and progress recognitions.

Proposition 8.0

> *The closer the control of a community action campaign is to the locale where the campaign is being operated, the greater the likelihood of involving a local work force.*

Proposition 8.1

> *The greater the numbers of local persons involved in controlling the campaign, the greater the likelihood of the campaign developing local objectives.*

Proposition 8.2

> The greater the number of local persons involved in operating a campaign the greater will be the perception that the campaign is locally controlled.

Proposition 8.3

> *The greater the perception in the locale that the campaign is locally controlled and operated, the greater are its chances of receiving wide local support.*

By definition a local action should spring from local initiatives. The operators of a community activation campaign if they hope to have any level of success must be fully conversant with local customs, norms and values. Persons most likely to have this kind of knowledge or sensitivity for the community are persons who are resident there. The successful example of Russ Kisby in his home town of Saskatoon compared to his relatively lower level of success in Medicine Hat would support this (cf p.322). If the control of a campaign is vested in local operators who are familiar with the locale, the chances of a serious mistake which may damage the campaign are considerably lessened. This is supported by the work of SHAPE-UP

Lloydminster which enjoyed a moderate success in operating their initial campaign. It was at this time that they enjoyed some level of active support by local influentials. It is true that in the long-term the campaign failed but this was due to other reasons (cf p.198). Particip*action* Medicine Hat too, illustrated this point. As long as the Local Action Committee was seen to be influenced by forces outside of the community--SHAPE-UP ALBERTA and Particip*action* Canada-- it was relatively weak and without wide community support. As soon as it came under the direction of a strong local Chairman (Dr. Ken Sauer) it experienced its first real successes.

The obvious advantages of having a full knowledge of the locale when attempting to influence community life is illustrated in the experience of Renu which had very little understanding of the locales in which they operated. They were unable to have an influence on the locale due partly to the short duration of their intervention but also through a very transient connection with local programme operators.

The importance of a campaign appearing to originate in the locale cannot be understated. Resistance to new ideas, particularly if they are borne by strangers is a phenomenon as old as mankind. Watson discussed the almost universal resistance to new ideas that are imported into a social system as intellectually sophisticiated as high technology industry.

> Research, development and engineering units are familiar with the way in which a new project is hampered if it is seen as 'NIH' (not invented here).
> (1973:128)

Similarly, Argyris (1952:24) described common organizational defenses against "outsiders". It would appear from this that the main problem of importing an innovation that will create visible change is to secure enough local initiative at the point of introduction that it will not suffer rejection as a foreign import.

Implications for the "Ideal" Campaign

The implications of this for the development of the "ideal" campaign place the proponents of the innovation in a quandry. How to introduce a new innovation without it seeming to appear to be a foreign import? This may prove to be a difficult task, particularly if the innovation is completely without a local base or if its local base is somehow without general approval.

This would suggest a long-term educational programme prior to the introduction of the innovation. The programme would be designed to provide information about the problem the innovation is designed to alleviate. The source of this information should appear to be prestigious and authoritative. At the point of introduction, the innovation should have the whole-hearted support of a number of community influentials. By this is meant their direct and continuing involvement, not merely a token or verbal endorsement. The involvement of Dr. Sauer in Particip*action*

Medicine Hat illustrates this. This endorsement implies the allocation of community resources to further the promotion of the innovation. The initiating group must have an unassailable local character. The Local Action Committee must appear to function autonomously, without control from outside of the community. The best empirical example of this was the development of Particip*action* Saskatoon. (cf p.323).

A Summary of a Constructed Type of Community Activation Campaign

Campaigns directly involving people in continuous activities should originate as close as possible to the people being involved. This suggests a local agency either created especially to promote the issue or an existing agency established within the particular discipline(s) of the issue. Where an outside agency is requested to operate the campaign it must have strong local involvement and the endorsement of as many as possible of the local influentials. Ideally a campaign would be funded totally in the locale in which it operates. In view of the realities of obtaining large amounts of financial support at the originating level, other financing arrangements seem more practical. These could be shared between local and private sources, shared between local, private and government sources or government sources in total. The farther from the community that the financial help originates, the greater should be the effort to preserve local control.

Market research should be the basis of all campaigns.

This should be conducted to determine needs, levels of information, attitudes to the concept being advanced by the proposed campaign. Based on this research, promotional packages should be designed for use with various groups or communities.

The design of campaigns should include efforts to involve the target group in specific activities related to the campaign issue. Activities offered on a "first-trial" basis should include features designed to encourage second and third trials. All activities offered on a trial basis should be organized so as to emphasize social interaction as part of the activities. Rewards for continued participation should be provided as part of a re-motivational plan. Incentives should be offered to facility operators based on numbers of participants. All communications should stress the immediate positive advantage of participating as well as highlighting the long-term benefits. Communications should be directed at making the issue salient both at an individual level as well as at a community level. It should make specific suggestions as to what the individual actions should be and it should be encouraging community groups, owners of faciltities, public facility operators, legislators to take action to involve their particular enterprise in the overall campaign issue.

Campaigns should be phased over a ninety day period so as to be coincidental with natural periods of the education and working year, e.g., September - December, January -

March, April - June. This is to allow for an uninterrupted period in which to establish the activity habit.

All campaigns should be conducted over a continuing information flow that emanates from various sources. It is suggested that information should come from all quarters: Provincial Government, Federal Government, Education Institutions, Private Enterprise, mass media to name but a few. The important feature of this is to recognize that a campaign does not operate in an information vacuum. In order to ensure a "surround" (cf p.274) of information it is important that there be many sources. This would suggest tax incentives to encourage Private Enterprise to originate communications about the issue as well as increases in communication budgets of appropriate agencies to allow them to extend their efforts.

Of ultimate importance is the integration of all campaign communication activities with efforts to ensure that sufficient opportunities exist for the target audience to take action.

X. The Model

A. The Starting Position

It has been demonstrated by two of the cases (SHAPE-UP ALBERTA and ReNu) that a campaign which operated in isolation from the wider environment was more likely to fail than one that was integrated with it. As Warren described (1963:247), many influences that act on a community come from the outside. The manner in which a community accepts and deals with these is a feature of its vertical integration. Many of the innovative ideas that reach a community do so by way of these vertical channels. A few examples of vertical integration will be mentioned for illustration. Communication channels between the local School Board and the Provincial Department of Education are one. The channels between a local bank and its regional headquarters, a Local's connection with an international trade union, local chapters of national service clubs and churches, all provide vertical integration between the locale and the wider environment. Another set of important channels described by Warren are the resident professionals. These are the medical community, teachers, recreationists, nutritionists, most of whom retain strong professional ties and communication links with the wider outside environment.

The importance of this vertical integration in the design of this model cannot be understated. A local campaign does not operate in a vacuum. To be successful it must tie together many of the sources of vertical integration along with the interpersonal, inside-community influences that are characteristic of Locality Development. The notion that an isolated action can have any lasting effect has been shown to be unrealistic. Local campaigns must be part of an overall national effort and must reflect those efforts. To operate fitness promotional campaigns as isolated skirmishes is akin to conducting guerilla warfare which any tactician will agree is costly and has little lasting effect if it is not part of an overall campaign. The local campaign must be operated as part of a wider context which includes information, supporting resources and a "surround" which presents the issues favourably.

This model presents an overall marketing plan along the same lines as that described by Kotler and Zaltman (cf p.37). It will consider the environment for the physical activity product and will describe a role for various levels of authority in fulfilling the functions of marketing.

B. The Marketing Environment

The advertising of physical activity has been going on in Canada since the early 1970's when Particip*action* Canada launched its National campaign. There are antecedents for any current or future efforts. The environment for the physical activity product is mobile and is affected by many conflicting influences. The shorter working day and working week, flexible working hours, longer vacations, increased automation and machine-assisted work tasks, point to a continuing decrease in opportunities for vigorous physical activity as part of the working life. The energy crisis of the latter 1970's points to a decrease in the use of the automobile, while the bicycle boom points to increase in participation in this kind of regular exercise. Through the decade of the 1970's there has been an increasing trend towards an acceptance of physical activity as an aspect of the Canadian lifestyle. This was reported by The Ministry of State for Fitness and Amateur Sport (1977, pages unnumbered). Efforts towards job-related fitness programmes are common in the U.S.A. *Employee Health and Fitness*[61] reported that over one quarter of 500 elite U.S. corporations have on-going fitness programmes and the majority of this group *plan to expand them in the near future* (1980:1). To a lesser extent this is true in Canada. Collis (1978:23ff) described fitness programmes and facilities in a number of large Canadian firms. An experimental employee fitness project was operated in 1978-79 at Canada Life Assurance Company of Toronto. The Toronto Y.M.C.A. and the Federal Government, Ministry of State for Fitness and Amateur Sport collaborated on that project. (Marsden and Youldon, 1979).

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[61] *Employee Health and Fitness* is an internationally distributed Newsletter on physical fitness in the work place. In itself, it is evidence of the growth of the fitness movement in North America. The elite corporations to which it refers are the *Fortune* 500--a prestige listing of 500 corporations representative of U.S. industry. While it is arguable, the marketing environment for fitness in Canada, like many other markets is influenced by activities in the U.S.A.

Daily physical education projects are now operated in many British Columbia schools and a notable experiment in daily physical education was carried out in 1978 in Sherwood Elementary-Junior High School in Regina, Saskatchewan. (Regina Board of Education, 1979). There are many other such experiments which will not be mentioned here. The point is that this innovation in education is making its way through various school systems indicating a positive change in the marketing environment.

It has been claimed that the mass media campaign of Particip*action* Canada has played a leading role in propagating the physical fitness issue throughout Canada and thus has positively changed the marketing environment. (Financial Post Magazine, 1979:4). There is little hard evidence either to confirm or refute this statement. However, it seems more than a happy coincidence that levels of participation in physical activity have apparently increased between the P.S. Ross and Associates Study of 1969 (Baka, 1975:18) and the Study conducted in 1976 by the Ministry of State for Fitness and Amateur Sport (1977). It could be hypothesized that this increase was due to the national media campaign of Particip*action* Canada. This question will not be addressed here beyond noting it in the overall context of apparently higher levels of participation that have been reported.

In short, any future campaign to market physical activity will operate in a national market in which fitness has already received some positive exposure. It will find the provincial and various urban markets affected by a variety of previous promotional efforts. It will find many specialized markets--schools, senior citizens groups, certain rural towns and villages, professional groups that have already been exposed to some aspect of the product. Operators of a campaign to market regular physical activity in the 1980's have a much less difficult task through the sheer weight of previous efforts than the campaigners of the 1960's.

The Plan

The operators of a campaign to market physical fitness should be aware that physical fitness, as such, cannot be marketed. It is not a commodity or a behavior. Physical fitness is a result of behavior. Thus any marketing plan must be directed at convincing people to adopt new behaviors. The task of marketing becomes making it possible and desirable for people to behave in certain ways. Following from this, the task becomes one of defining what the ideal behaviors are and making it possible for people to take part in them often enough to derive benefits of the physical fitness. The product to be marketed is physical activity. The marketing plan recognizes that environmental and social factors will be the principal influences on individual behavior. It will address the problem of creating social conditions and permissive environments starting at the level of the National campaign. It will outline an organization and a set of functions that will create a national environment in which the marketing process can go on. It will describe the provincial organization and functions designed to supply the product to local distributors. Finally, it will describe a local campaign that will market particular physical activity products to specific target groups.

C. A Proposed Organization and Functions for a National Agency to Market Fitness

The actions of the Federal Government to market physical fitness and improved lifestyle are subsumed within an organization which, in this model, is called the National Fitness Council (N.F.C.). There presently exists an organization called the National Advisory Council on Fitness and Amateur Sport which has gradually become less influential with the growth of the Fitness and Amateur Sport Branch. (Sports Federation of Canada, 1978:102).

1. *It is recommended that the National Advisory Council on Fitness and Amateur Sport be recognized under the title National Fitness Council. The mandate of the N.F.C. would include seven functions:*
   a. *Co-ordination of a national mass media campaign on behalf of physical activities.*
   b. *Conduct research on campaign effects to discover areas requiring special attention.*

c. *Involvement of the private sector advertisers, Participaction* Canada, provincial and local authorities in operating the campaign.

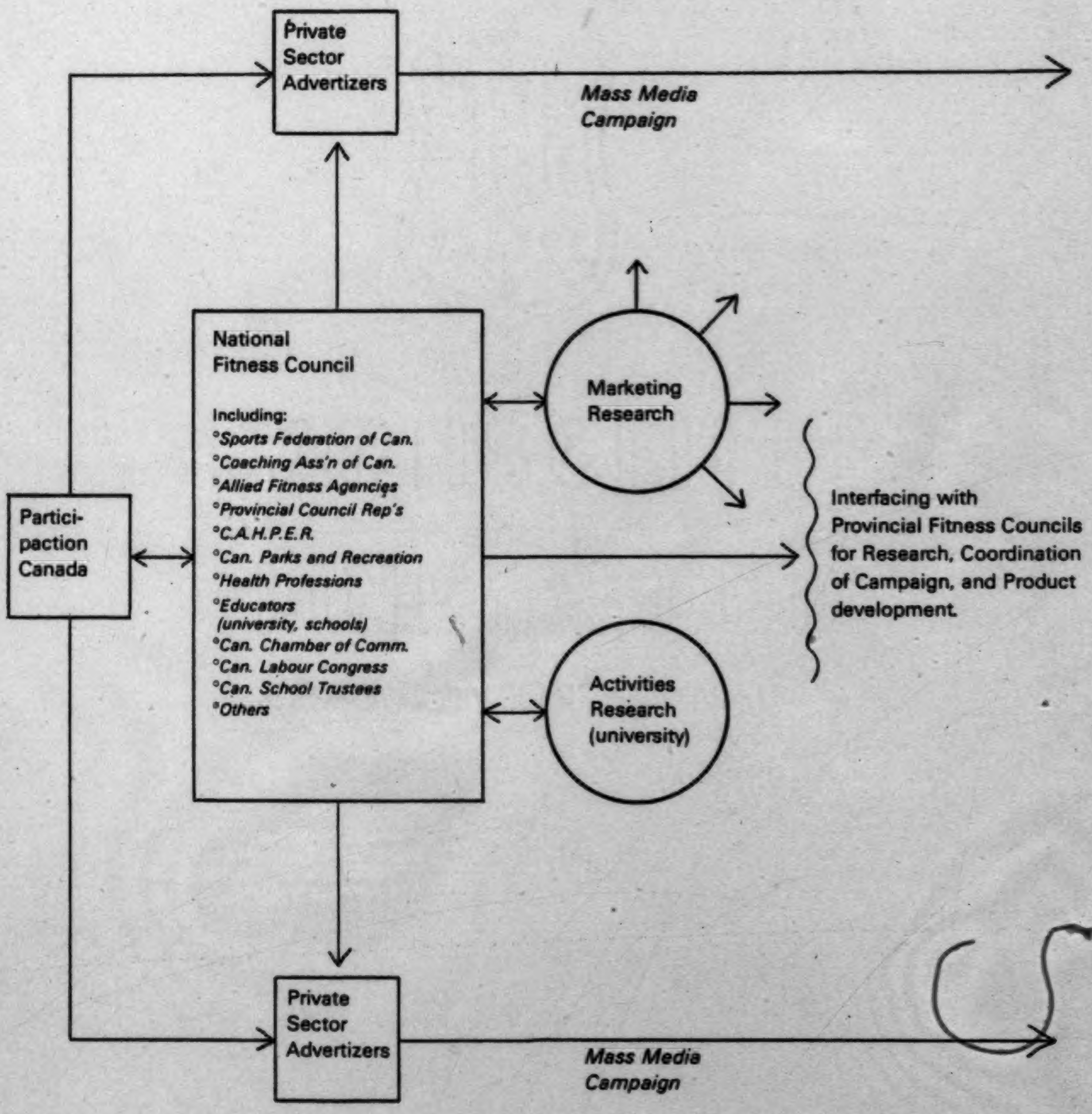
d. Activity product design, development and promotion.

e. Development of pilot programmes for special targets or concerns.

f. Liaison with health professions, education, sport governing bodies.

g. Liaison and programme development in areas not touched by provincial or municipal authorities.

An Organization for a National Fitness Campaign


Private
Sector
Advertizers
Mass Media
Campaign
National
Fitness Council
Including:
°Sports Federation of Can.
°Coaching Ass'n of Can.
°Allied Fitness Agencies
°Provincial Council Rep's
°C.A.H.P.E.R.
°Can. Parks and Recreation
°Health Professions
°Educators
(university, schools)
°Can. Chamber of Comm.
°Can. Labour Congress
°Can. School Trustees
°Others
Marketing
Research
Partici-
paction
Canada
Interfacing with
Provincial Fitness Councils
for Research, Coordination
of Campaign, and Product
development.
Activities
Research
(university)
Private
Sector
Advertizers
Mass Media
Campaign

Membership on the National Fitness Council should include representatives from the following interest areas:

- Health professions.
- Universities.
- Canadian Schools Trustees' Association.
- Canadian Inter-University Athletic Union.
- Canadian Association for Health, Physical Education and Recreation.
- Canadian Parks and Recreation Association.
- Canadian Chamber of Commerce.
- Canadian Labour Congress.
- Particip*action* Canada.
- Young Men's Christian Association.
- Young Women's Christian Association.
- Coaching Associations of Canada.
- Sports Federation of Canada.
- Representatives from Provincial Fitness Councils.

Figure IV illustrates the functional relationships between the groups comprising the National Fitness Council.

D. The National Effort

The National effort is comprised of four general areas. Within the Kotler model (1971:11), they can be conceived as:

- The Information and Education aspects of *Promotion*.
- *Product* Design.

- Aspects of *Place* concerning programme development.
- Aspects of *Price* dealing with incentives.

Information and Education Aspects of *Promotion*

The early stage of innovation-decision process involves putting information in a position where it can be attended to by individuals. The efficiency of the mass media at delivering messages to people at the awareness stage has already been mentioned (cf p.22). Mass media campaigns of the same genre as Particip*action* Canada's media campaign are ideal for this. It has been noted that information sources outside of Government seem to have better credibility. This rationale was one of the reasons behind Particip*action* Canada being established outside the Alberta Government. (Crawford, 1977). Similarly Particip*action* Canada was seen as being in a more credible position if it operated outside of Government than as a direct arm of Recreation Canada. (Baka, 1975:19).

2. *It is recommended that where possible non-government agencies be developed as sources of the fitness message.* This is quite in line with the current practice by the Federal Government with respect to Particip*action* Canada. The Federal role in the information and education area should be to relate current health and fitness research to the content of persuasive messages. Design of messages should be left in the hands of professional creative people, but content should be as current and authoritative as

possible.

3. *It is recommended that Government should compile and organize available literature to provide a source of current information on the health and fitness issues* for use by fitness marketing organizations. In order to stay abreast of market conditions, continuous research should be conducted to determine knowledge, attitude and practices of various segments of the market. These should be made available to provincial and local organizations.

4. *It is recommended that the Federal Government through Statistics Canada and through the research arm of the related Government Departments, conduct an on-going research into the status of the fitness market throughout the nation.*

This is to provide provincial and local campaign operators with current information about the levels of information the practice of physical activities for fitness.

5. *It is recommended that the Federal Government, as part its research programme, monitor the levels of awareness and information across the country and supplement information campaigns in those areas not reached or inadequately reached by advertising generated by the private sector. This is in recognition that private sector involvement in the advertising of fitness messages may result in uneven coverage of the various regions and provinces*

A major function fulfilled by the operator of a mass marketing campaign of national scope is the co-ordination of the local and regional efforts with the National campaign.

Efforts to promote specific aspects of a product are co-ordinated with sales, environmental and competitive factors so that the product being advertised and the context in which it is being offered are complimentary. It is particularly important that advertising be associated with delivery system efforts. This implies some level of co-ordination and planning between national and regional campaign operators.

6. *It is recommended that the Federal Government adopt a co-ordinating role so as to ensure the delivery of a consistent advertising message that can be related to regional and local factors.*

In view of the expense involved in developing mass media advertising, it seems to be an economy of scale to make use of the most expensive medium to communicate with the largest group.

7. *It is recommended that the national mass media campaign predominantly utilize national radio and television networks to communicate campaign messages.*

Product Design

The question of product definition has been discussed in respect of ReNu (cf p.142) and Particip*action* Medicine Hat (cf p.358). The importance of understanding the generic nature of the product offering has been treated in Chapter II (cf p.42ff). Kotler discussed the family planning product as "human services" which were a "bundle" of sub-products. His application of this concept to the marketing of safe driving saw this as a collection of products which were a co-ordinated offering to different segments of the market.

One of the principal marketing functions to be fulfilled by a national agency should be the identification or design of activity products. Three examples follow:

a. Field practice in promoting physical fitness continually encounters persons who are non-swimmers, over-weight and have foot or back problems and so are eliminated from the usual exercise activities. The obvious exercise prescription for persons with these problems would be a swimming programme. There is need for an aquatic exercise programme that can be applied to weak or non-swimmers.

b. One of the features of current efforts to promote regular physical activity is the idea of family participation. Anyone who has ever been in a mixed group, like the average family, (old--young, fit--unfit, male--female) for an exercise outing such as jogging; will realize the difficulty of finding exercise intensities that will challenge but not overwhelm all members of the group. There is need for a set of walking, jogging drills that can integrate the efforts of a mixed group into one routine that will be satisfying to all.

c. Many of the currently played team sports are inappropriate for various groups and so unavailable as an exercise product. There is a need for a re-design of games such as basketball, volleyball, ice-hockey, soccer and many other games or activities to allow a wide participation by many groups. Perhaps the most under-used, expensive piece of equipment in gymnasia and auditoriums is the ubiquitous basketball back-stop. There is a need for design modifications which will permit its use by people who are shorter than six feet.

It is not intended to catalogue all the problems which require research. Suffice it to say, there is a need to know more about what people can do, and what people would do if they were given the chance. The whole question of activity and equipment modification is an area of research which falls under the general rubric of product design and within this model is in the area of national responsibility.

8. *It is recommended that the National Fitness Council identify the need or needs for new products or the re-design of old products and undertake to discover ways to modify or to change completely, existing activities or facilities to permit wider use.*

9. *It is recommended that the National Research Council of Canada and selected University Faculties of Physical Education or Recreation, in conjunction with the Sports Federation of Canada, be commissioned to conduct this research.*

10. *It is recommended that new activity products or equipment modifications be marketed through provincial and* *local agencies.*

Programme and Facility Design

The operation of company-based fitness programmes has been researched by the national government in conjunction with the Toronto Y.M.C.A. This produced a publication on employee fitness programmes that is valuable for programme operators. (Marsden, Youlden and Peepre, 1979). There is need for further research into the operation of programmes with special groups and in special settings. Here are two examples:

a. Development of a community fitness centre using supplemental school facilities to serve both school population and the surrounding community.

b. Winter programmes--most centres in Canada have more than 100 days of sure natural ice and snow. Research needs to be conducted into the operation of outdoor programmes that make use of these natural conditions. Ways should be found to sustain ice for longer periods so that the major problem of outdoor winter programming--the unsureness of conditions can be alieviated.

11. *It is recommended that programme ideas should be compiled and published by Federal Government for use by local programme operators as part of their physical recreation programmes.*

Fitness Incentives

The cost of health care has been one of the principal factors in the National Government's promotion of lifestyle improvement. (Lalonde, 1974). While there are indications that more Canadians have adopted the regular physical activity innovation, there is nothing to suggest that they will continue in this practice. Moreover, the percentage of the total population who have adopted the regular physical activity innovation is suggestive of Rogers' (1973:80) first three categories of adoptor--the Innovator 2 per cent, the Early Adoptor 14 per cent and the Early Majority 30 per cent. The aggregate of these is 50 per cent of a population--not unlike the figure reported by the Fitness and Amateur Sport Branch of Health and Welfare Canada (1978). Rogers' description of the groups slowest to adopt an innovation (cf p.25) would suggest considerable difficulty in obtaining a trial or adoption by the slower half of the population. His comments referring to slow adoptors of the family planning innovation have particular relevance to the situation around the adoption of regular physical activity in Canada.

> After the early group in the population has adopted, the task is to provide incentives to the still resistant half of the population to take action.

Applying Thayer's (1968:227) argument to the problem, it must be conceded that specific efforts to persuade those who are pre-disposed against the innovation may be too costly. The solution to this problem can be had over time; by continuing to promote and to provide market conditions that will permit adoption. This has the attraction of assuring that the earlier adopting half of the new emerging population of young people will continue to become adoptors. It may well be that the older more resistant group will just die away and be replaced by a new population with new values and norms.

Returning to Rogers' family planning resisters, he suggested that changes in national policy that are conducive to adoption of the innovation are the basis of long-term changes. Applying this concept to the propagation of fitness in Canada the following recommendations are made:

12. *The Federal Government should institute a series of tax measures designed to provide incentives for the population to maintain a desirable level of physical fitness. These would include:*

    a. *Tax concessions for persons who maintain an optimum level of physical fitness as measured by regular participation in physical activities. This could include maintenance of correct body weight or performance on the Standardized Test of Fitness (Ministry of State for Fitness and Amateur Sport, 1979).*

    b. *The Government should encourage life insurance underwriters to give preferred rates to persons with recommended fitness levels , blood pressures, body weight, cigarette smoking habits.*

13. *The Federal Government should institute a system of*

recognitions for outstanding achievement in personal fitness. This should be apart from outstanding athletic performances which are generally recognized by sports' governing bodies and the news media. the awards should be age and sex related and have progressive levels of difficulty.

14. *The Federal Government, through the Secretary of State's office, should promote the exchange of various fitness related groups between provincial and between foreign countries and Canada.*

15. *The Federal Government in conjunction with the planning of the Canada Summer and Winter Games should include a variety of fitness display programmes that would parallel the action of the Games and allow the exchange of ideas and experience between participants in the fitness movement.*

E. A Provincial Organization to Market Physical Fitness

This model requires the existence of a central committee that will be the principal marketing agency for physical activity in a province.[62] This will be called the Provincial Fitness Council. It will fulfill seven general functions. These are:

1. Communication with the National Fitness Council.
2. Co-ordination of provincial promotional efforts with those of the national body.

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[62] This model has been designed for operation within conditions that obtain in Canada, where three levels of government have differing areas of responsibility. Within these constraints it could operate in most federal states.

3. Operate provincial information campaign.
4. Conduct marketing programmes on behalf of various physical activities.
5. Conduct research about effectiveness of the provincial campaigns and the need for activity products that have been modified for special use.
6. Develop and operate various special pilot programmes.
7. Act as a catalyst in furthering the development of various province-wide special events designed to highlight participation in physical activity.

The Council will be comprised of four working committees that would undertake the following responsibilities:

a. **Marketing Committee:** Conduct research concerning product introduction. Establish base-line measures in communities requesting intervention. Collaborate in the development of local campaigns. Plan and identify special market segments, design marketing campaigns at the provincial level, collaborate with national campaign in co-ordinating message selection.

b. **Communication Committee**: Collaborate with marketing committee. Develop provincial information campaign and specific local campaigns as requested by local committees. Develop communications "soft-ware", such as posters, bumper stickers, lapel pins. Develop communication packages for special events.

c. **Programme Development Committee:** Develop special pilot programmes for urban, rural, small town settings and for special groups, and make available on request. Maintain and operate a number of travelling units which can be sent on request into remote areas or to areas where no initiatives have yet been made.

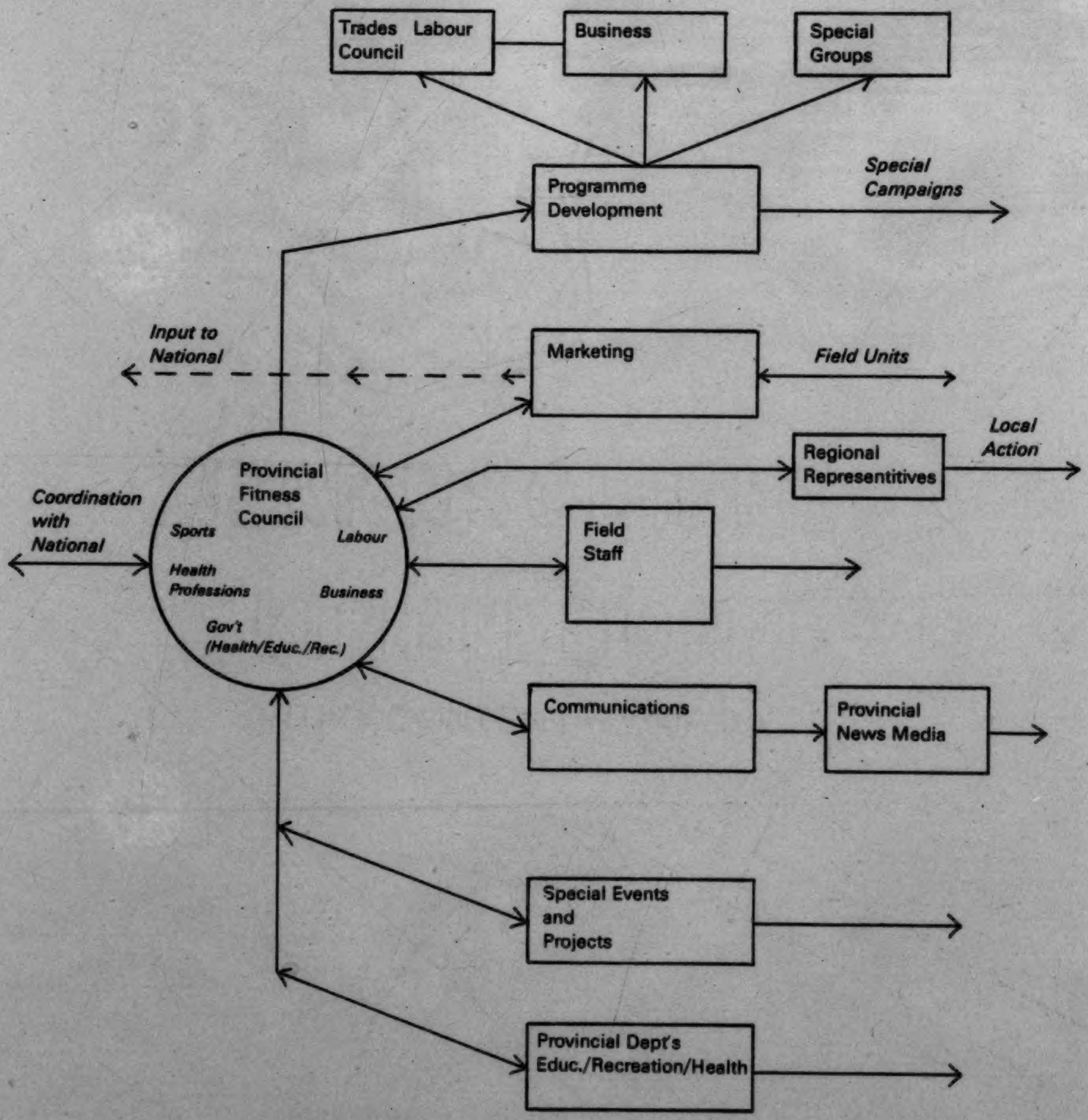
d. **Special Events Committee:** Collaborate with regional or local groups in the planning and operation of a number of province-wide special events designed to highlight appropriate physical activities. In conjunction with selected local authorities, plan and operate special events with a particular local or seasonal character. Develop and provide an information kit to help local committees operate their own special events.

The Fitness Council will retain a full-time professional staff from the following disciplines:

- Physical educator.
- Marketing.
- Communications.
- Community Development.
- Health Education.

The organization and functional relationships appear in Figure V.

A Provincial Organization for Marketing Physical Activity


Trades Labour Council
Business
Special Groups
Programme Development
Special Campaigns
Input to National
Marketing
Field Units
Local Action
Regional Representitives
Coordination with National
Provincial Fitness Council
Sports
Labour
Health Professions
Business
Gov't (Health/Educ./Rec.)
Field Staff
Communications
Provincial News Media
Special Events and Projects
Provincial Dept's Educ./Recreation/Health

The following recommendations grow out of this discussion:

16. *It is recommended that a provincial body called the Provincial Fitness Council be organized to perform seven functions as described (cf p.445).*

17. *It is recommended that a budget commensurate with the level of operations be provided and that the control of the budget be vested in a committee of the related government ministers.*

F. Provincial Efforts

While a campaign at the national level is concerned with propagating the idea of regular physical activity and of designing physical activity products, the provincial campaign is concerned with the marketing of specific products to specific groups. Being closer to specific market segments, it can be quite selective as to the groups to whom it will market. Also the relative closeness to the market (compared to a Toronto or Ottawa based campaign) allows for a more accurate reading and response to market conditions. An important part of the provincial function is a continuous liaison with the national campaign operators to provide local research information and to co-ordinate provincial campaign emphases with national campaign messages.

The Provincial campaign functions fall within the four areas of Kotler's model:

- *Promotion* A province-wide information campaign involving advertising, publicity events and demonstration projects.

- *Place* Aspects of place that deal with the actual delivery of physical activity opportunities in the form of direct participation or of leadership training or facility development.
- *Price* Dealing with the development of wide-spread social acceptance for the product including development of award and incentive plans.
- *Product* Understanding the real generic nature of the product and the implications of this for interdisciplinary collaboration.

Following is a discussion of how these four "P's" of marketing are applied.

Promotion

A principal element of the promotional activities operated by provincial authorities is the information campaign. It should differ from the national campaign in the kinds of messages it generates. These should be specific to the provincial audience and specific to the local or regional conditions. The provincial campaign will be overlaid on the national campaign but integrated with it.

18. *It is recommended that operators of provincially originated campaigns should liaise closely with the national campaign operators to achieve and maintain a high level of integration between the messages emanating from the two sources.*

19. *It is recommended that messages emanating from provincial sources should feature the involvement of local people in locally operated activities, in well recognized settings. They should be "action oriented" as opposed to being "concept oriented" and should carry a high affective component.*

20. *It is recommended that provincially based information campaigns should utilize media that can direct messages to specific audiences as opposed to broadcasting messages to an undifferentiated audience.*

21. *It is recommended that provincial campaign operators should attempt to generate private sector funding for the media campaign.*

Part of the promotion of all physical activity products should be to create an impression or perhaps reflect the impression that physical activity is the practise of a wide group of people throughout the whole province. In order to do this a number of strategies should be employed. They are listed here as recommendations.

22. *It is recommended that a province-wide monthly news bulletin about the "fitness scene" should be developed. It should include a calendar of events, ideas about activities, personalities in different activities, success stories, humour.*

23. *It is recommended that the fitness bulletin should be financed as much as possible through private enterprise. It should be circulated through all Recreation Departments,*

Y.M.C.A.'s, Y.W.C.A.'s, offices of all practising health professionals, schools, universities. It should become "the voice of fitness".

24. *It is recommended that the Provincial Fitness Council should develop a set of posters, bumper stickers and other advertising soft-ware to display various messages concerning the variety of physical activities and the "good feelings" about fitness. These should be distributed through the established fitness outlets.*

In order to create a strong positive "surround" of information which is an aspect of what Maloney and Schonfeldt (1973:215) called "share of mind", it is necessary to have the idea being furthered impinged on a public from many sources. If the public feels that: "everybody's saying it" and "everywhere you go, it's there", there is a wider feeling that the issue is legitimate. (Kelman and Warwick (1973:39) have already been cited in this regard). The implication for provincial campaign operators is that every event that has anything to do with physical activity should in some way be tied in to the fitness movement. This connection could be just the presence of a poster or display. It could be an extensive involvement in the whole event or some part of it, to pass on the fitness message..

25. *It is recommended that the Provincial Fitness Council make itself aware of all major events that can be a setting for communication about physical activity and the fitness*

movement.

26. It is recommended that a number of communication packages be developed for use at events of different sizes and settings.

Price

Price was defined by Kotler (1971:9) as being more than merely the dollar cost of the product. By his definition it represented the costs of lost opportunity, energy costs, and what he referred to as "psychic strain" which is the emotional hazard of adopting something that is outre. A campaign to promote physical activity should try to minimize the disadvantages of adopting. The mass media campaign that has been described should have the objective of convincing the audience that adoption of an activity is an acceptable behavior. Efforts to portray the activity setting as positive with emphasis on friendly and social interactions as an outcome would be a feature of the information campaign.

Cost of involvement can be lowered by having an extensive delivery system with many outlets that are easily accessible. This may sound like a practical impossibility without a massive programme of facility construction. Bringing the activity to the individual can be accomplished by the design of activities which can be undertaken in a backyard or a basement. This falls into the realm of product design which this model has allocated as a responsibility of the National Fitness Council. The role of the Provincial

Fitness Council in this marketing area would be to actively promote new activity products.

27. *It is recommended that the Provincial Fitness Council develop a distribution system for new products.*

28. *It is recommended that the Provincial Fitness Council develop a system to monitor the use of new products to provide information about their acceptance and use by the general public.*

Place

In Kotler's model, place had to do with the number of outlets through which the product could be obtained. The previous section discussed bringing the product to the person as an aspect of convenience cost reduction. *Place* in a larger sense deals with the availability of the product. If the individual is unable to perform the skills required to participate in the activity, it is unavailable. By learning the skills needed to perform an activity the distance to it is reduced. Thus a programme to teach activity skills, in effect, places the individual in a position where he can be active, thus reducing the psychological distance. Other factors enter the distance considerations. The real distance to facilities is obviously a tangible obstacle. The psychological distance argument is made in the assumption that the necessary facilities are available if the individual can only find his way to them. This may not be true particularly in the face of high demand for facilities. Two recommendations grow out of this discussion:

29. *It is recommended that the Provincial Fitness Council in conjunction with the provincial agency responsible for sport, develop a series of instructional modules for use as introductions for new beginners, to activities with a high fitness requirement.*

30. *It is recommended that the fitness activity instructional programme be offered throughout the province by mobile instructional teams.*

31. *It is recommended that the Provincial Government extend the existing aid for facility construction to include matching grants and low interest loan guarantees for the construction of approved new facilities or the upgrading of existing facilities, either of which will be used predominantly for physical activities with a high fitness component.*

The Local Campaign

A local campaign to further the adoption of physical activity should be operated within certain broad guidelines. The campaign must arise out of local interest and initiatives. The expression of this should be a prior organization of a Local Action Committee. The committee must happen first. The organization should include a slate of officers and a set of goals and objectives for the campaign. It is recognized that the expense of operating a local campaign may be an obstacle to its development. These two observations suggest the following recommendations:

32. *It is recommended that financial aid be made available through the Provincial Fitness Council as a matching grant. The grant would be available to properly organized local committees on a one-time-only basis.*

33. *It is recommended that criteria for a campaign grant include evidence of a collaborative relationship with the local recreation authority.* Campaigns should have the following characteristics:

a. They should operate during a ninety-day period.

b. During the campaign period, specific target populations should be identified as the focus of the campaign action.

c. Campaign efforts should be directed at involving the target audience in specific activities which are possible to be carried on after the campaign is over.

d. The focus of the campaign should be to provide opportunities for continuous involvement throughout the period of the campaign.

e. A campaign organization should ensure that facilities are available and attractive and that special attention is given to new users to ensure repeat usage.

f. Facilities operating with an admission charge should be encouraged to offer free trials or reduced admissions and special admission passes to ensure re-visits.

g. Public events involving local dignitaries should be held if the event is an expression of the dignitary's commitment and the local administration's commitment to the campaign goals.

h. Recognition of activity participants through presentation of national awards should be featured whenever possible.

i. Local news media efforts should be integrated with provincial efforts.

j. Local or community newspapers or electronic media should feature an information series on fitness, nutrition and physical activity which will be developed by Provincial Fitness Council.

k. Campaign efforts should be directed at providing a means for existing participants to be identified so as to utilize them as word-of-mouth advertisers and to help create legitimation of the issue and some "bandwagon" effect.

l. The local committee should pass the responsibility for future programme or campaign initiatives to the recreation authority at the end of the campaign.

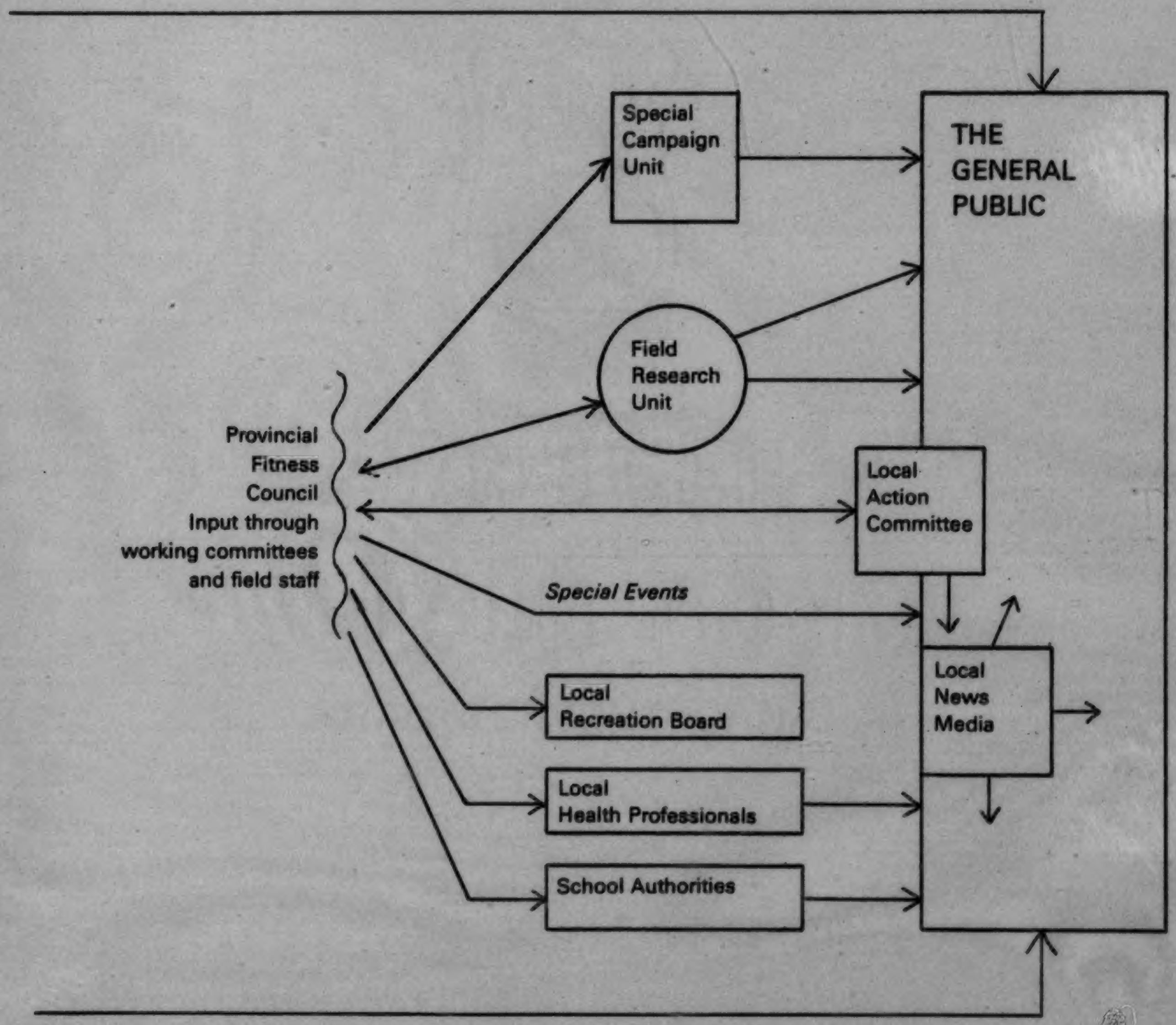
m. Physical activity products that have a local relevance should be the focus of the marketing campaign.

n. Local campaigns should not be used as promotional aids for other community projects or for political ends.

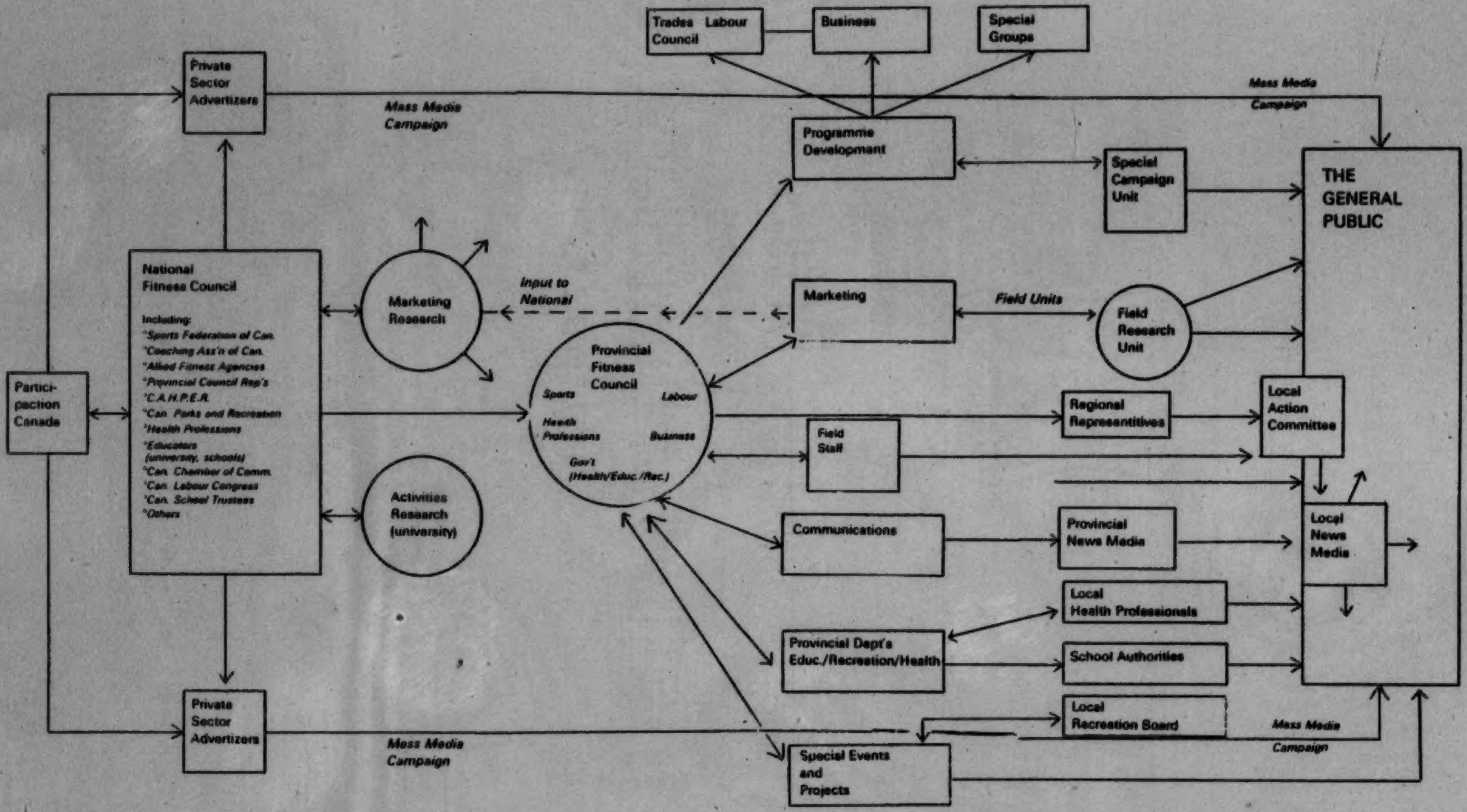
34. *It is recommended that the above guidelines be included in an information kit for the use of local campaign operators*. In view of the likely diversity of the local action committees, no specific organizational design is suggested. Five functions for a local committee grow out of the above discussion:

1. They operate the local campaign activities along guidelines established by the Provincial Fitness Council.
2. They maintain close liaison with representatives of the Provincial Fitness Council.
3. They implement information campaign along the guidelines established by the Provincial Fitness Council.
4. They collaborate with provincial marketing representative in identifying market segments and activity product needs.
5. They work in conjunction with local recreation authorities with a view to passing back responsibility for new fitness programming to the established authority.

An Organization for Delivery of Resources for a Local Action Campaign for Physical Fitness


Special Campaign Unit
THE GENERAL PUBLIC
Field Research Unit
Provincial Fitness Council Input through working committees and field staff
Local Action Committee
Special Events
Local News Media
Local Recreation Board
Local Health Professionals
School Authorities

An Organization to Market Physical Activity
National Provincial and Local


Trades Labour Council
Business
Special Groups
Private Sector Advertizers
Mass Media Campaign
Mass Media Campaign
Programme Development
Special Campaign Unit
THE GENERAL PUBLIC
National Fitness Council
Including:
°Sports Federation of Can.
°Coaching Ass'n of Can.
°Allied Fitness Agencies
°Provincial Council Rep's
°C.A.H.P.E.R.
°Can. Parks and Recreation
°Health Professions
°Educators (university, schools)
°Can. Chamber of Comm.
°Can. Labour Congress
°Can. School Trustees
°Others
Marketing Research
Input to National
Marketing
Field Units
Field Research Unit
Partici-paction Canada
Provincial Fitness Council
Sports
Labour
Health Professions
Business
Gov't (Health/Educ./Rec.)
Regional Representitives
Local Action Committee
Field Staff
Activities Research (university)
Communications
Provincial News Media
Local News Media
Local Health Professionals
Provincial Dept's Educ./Recreation/Health
School Authorities
Private Sector Advertizers
Mass Media Campaign
Local Recreation Board
Mass Media Campaign
Special Events and Projects

XI. Conclusion

In this thesis a cycle of study has been presented. It started with the empirical examples of four community action campaigns to improve physical fitness and nutrition. These have been described, analysed and related to theoretical concepts drawn from: Marketing, Social Change and Community Development literatures. From this analysis a theoretically "ideal type" campaign has been constructed using propositions that were derived from the theory and the empirical examples. The cycle has been completed by the development of the "ideal type" a model campaign for fieldpractice. This has been produced through a series of recommendations and supporting discussions.

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Appendix I Data Sources for Project ReNu

1. ReNu Advisory Committee

Prof. D. Anderson - Director of Physical Education, University of Winnipeg.

Dr. M. Avren - Physician.

Miss M. Campbell - Foods and Nutrition, Department of Agriculture.

Dr. V. Corroll - Associate Professor, School of Physical Education, University of Manitoba.

Mr. P. Cowan - Recreation Consultant, Community Recreation

Dr. G. Cumming - Cardiologist, Winnipeg.

Miss A. Desbrisay - Provincial Nutritionist.

Mrs. D. Goodchild - Training and Program, Department of Agriculture.

Mr. J. Lewis - Youth Secretariat D.C.U.A. (Provincial Government).

Dr. J. MacDiarmid - Director, School of Physical Education, University of Manitoba.

Mr. A. Miller - Director, Community Recreation Branc D.T.R., (Provincial Government).

Mr. G. Nick - Supervisor Physical Education, Department of Education, (Provincial Government).

Dr. Peter Porritt - Orthopaedic Surgeon.

Dr. Z. Sabry - Medical Consultant "Nutrition Canada".

Dr. J. Scatliff - Consultant, Community Operations Division, Dept. of Health and Social Development.

2. Documents

1973

27 June, Memo, D. Fletcher, Games Coordinator, Community Recreation Branch, to A. Miller, Director Community Recreation Branch, re Manitoba fitness projects - particularly ReNu (16 pages).

23 July, Memo, from D. Fletcher to R.W. Yuel, Assistant Deputy Minister, Health and Social Development, re fitness project; containing a memo to A. Miller, Director Community Recreation. Contains an annotated report on ReNu operations May-June, 1973.

24 July, Memo, from D. Fletcher to R.W. Yuel, Assistant Deputy Minister, Health and Social Development, re follow-up of ReNu.

1974

23 January, Letter, B. Havens, Research Director, Department of Health and Social Development to Minister of Tourism, Recreation and Cultural Affairs, re continued funding of ReNu.

31 May-15 August, Appendices: Doctors names and towns; staff lists from Summer 1974.

May-Aug, Progress Report, Operation ReNu.

Undated, Description Project, of ReNu.

27 July, Memo, from Minister of Health and Social Development to D. Fletcher; Attachment: Report on ReNu May-December, 1973.

3. Interviews

Burnett, B. Director Health Education Division, Manitoba Department of Health and Social Development.

Borysyk, L. Project Coordinator, May 1973 -Sept., 1975.

Corral, V. Chairman, ReNu Advisory Committee.

Hillier, J. Editor, Beausejour (Manitoba) Beaver.

Kemp, J.A. Health Educator, EastMan Region during ReNu intervention.

Layton, D. ReNu client in Steinbeck, Manitoba.

Scatliff, Dr. J. Director, Community Operations, Division Manitoba Department of Health and Social Development.

Schmidt, H. Health Education Coordinator, Manitoba Department of Health and Social Development.

Appendix II Data Sources for SHAPE-UP ALBERTA

1. Documents

1974/75

SHAPE-UP ALBERTA. A Descriptive Monograph.

SHAPE-UP ALBERTA. Advisory Committee Members for Lloydminster, September.

Letter to SHAPE-UP ALBERTA Committee from J. Bourne, August.

Letter to Chairman SHAPE-UP Lloydminster Committee from J. Bourne, August.

Letter to Mrs. H. Robinson of Lloydminster from A. Little, Edmonton YMCA, 24 October.

Memo to City of Lloydminster Recreation Board from SHAPE-UP Lloydminster Committee, 17 September.

Programme for Kick-Off Ceremonies SHAPE-UP Lloydminster, SHAPE-UP ALBERTA, 17 September.

Schedule of SHAPE-UP ALBERTA Activities in Lloydminster, 21 September to 11 October.

Notes on Talks Concerning Nutrition and Fitness, September.

Minutes of SHAPE-UP Lloydminster Committee:

27 August, 1974

04 September, 1974

09 September, 1974

16 September, 1974

23 September, 1974

09 October, 1974

30 October, 1974

20 November, 1974

11 December, 1974

13 August, 1975

03 September, 1975

08 September, 1975

16 September, 1975

22 September, 1975

Schedule of Fitness Finders Classes, September.

News Release, (untitled), August.

News Release, (untitled), 21 November.

Press Release,"SHAPE-UP ALBERTA Appraisal Team Returns."

Press Release, (untitled), 31 December.

Press Release, "Fitness Finders Classes Begin, January 21."

Suggested Publicity Events, August.

Memo: To All Edmonton YMCA Staff re Fitness Finders.

Fitness Finders Instructor Course List.

1976-77

City of Lloydminster Recreation Board Directory.

2. Publications

1974

City of Lloydminster Recreation Board Directory 1973-74, circa September 1973.

SHAPE-UP ALBERTA Update #1, 25 September.

SHAPE-UP ALBERTA Update #2, 30 September.

SHAPE-UP ALBERTA Report, November.

SHAPE-UP ALBERTA - What Is It?, August.

CKSA Community News Flyer, 17 September.

Fitness Finders Instructors' Course Promotional Information, September.

Lloydminster Communiplex is for You: A Pamphlet Published by the City of Lloydminster, circa June.

3. Interviews

Blitz, Dr. C. General Practitioner Lloydminster.

Dornstauder, A. Superintendent of Public School System.

Dmytryshyn, D. Superintendent of Recreation, City of Lloydminster.

Gellert, A. Editor, Lloydminster Times.

Gulak, P. SHAPE-UP Lloydminster Committee Member.

Haugth, I. Public Health Nurse, City of Lloydminster.

Hemstock, Dr. A. General Practitioner in Lloydminster.

Little, A. Edmonton YMCA Consultant to SHAPE-UP Lloydminster Committee.

Matheson, K. Alderman, City of Lloydminster.

Thorpe, M. Fitness Instructor and Co-Chairperson of SHAPE-UP Lloydminster Committee.

Williams, H. Member of the SHAPE-UP Lloydminster Committee and Fitness Instructor.

Appendix III Data Sources for Action B.C.

1. Documents

1973

Plenary speech to B.C. Conference on Health and Physical Activity by Hon. Dennis Cocke, B.C. Minister of Health, Nov 1973.

Concluding speech to B.C. Conference on Health and Physical Activity by Hon. Dennis Cocke, B.C. Minister of Health, 3 Nov 1973.

Proceedings of the B.C. Conference on Health and Physical Activity.

1974

Societies Act--By-Laws of Action B.C., 1974.

Action B.C. History, circa Jan 1974.

Action B.C. Design Pacific National Exhibition Programme, July 1974.

Action North Elementary School Physical Education Final Report, Dec. 1974.

WAMM(WACK) Walk a Measured Mile, Nov. 1974.

1975

Introduction to Action B.C. Fitness Testing, circa 1975.

Bonnie Pruden Report, Dec. 1975.

PNE Children's Obstacle Course "Beat the Clock"--July 1975.

1976

Action Nanaimo Pilot Project 1st Interim Report, Dec. 1976.

Action Revelstoke Programme circa May 1976, (Including Objectives, Program, Funding).

Physical Education in Burnaby--a Critique.

Prince George Daily Physical Education Programme.

Letters: G. McKeen to Bob Ahrens, Deputy Minister Recreation Conservation.

Mobile Unit Communities 1976, a map.

Computer Printout of Fitness and Nutrition Results.

Summer 1976, Published Report.

Action B.C. Proposed New Programmes.

1977

Action B.C. Update 8 June 1977.

Action B.C. April 18, 1977, an Overview.

Report on the Action Revelstoke Project, 30 Apr 1977.

1978

Action Nanaimo General Information Sept 1978.

Action Nanaimo Newsletter, June 1978.

Action B.C. Current Programmes, Fall 1978.

Extract from 27 June 78 Minutes of Prince George District Number 57 concerning staffing of Elementary School Physical Education Programmes.

Mobile Van Schedule, Sept 1978.

1979-80

Letter to author from Hon. Dennis Cocke, MLA, 23 Aug 1979.

Action B.C., 1979-80, A Prospectus.

2. Pamphlets and Publications

Adult Aerobic Fitness Assessment--report form.

Butt Out--Anti-smoking programme.

Children's Aerobic Fitness Assessment--Report form.

Come Alive--Action B.C. logo.

Exercise Break.

Fit Facts.

Fitness--A Skills Manual for Lay Teachers.

Functional Fitness Appraisal--Test Manual.

Fundamental Knowledge Basic to the Understanding of the Relationship of Physical Activity and Nutrition to Physiological Well Being.

Physical Fitness and Your Working Day.

Resource Materials.

This is Action B.C.--A promotional brochure.

Your Lifestyle Profile.

3. Interviews

Armitage,Doug. Personnel Director, Western Region, Air Canada.

Baird, Louise. Volunteer Fitness Tester, Action Revelstoke.

Caird, Lynn. Volunteer Aquatics Instructor, Action Nanaimo.

Davidson, Joan. Personnel Director, Royal Columbia Hospital, New Westminster, B.C.

DiGeorgio, Glen. Physical education coordinator, Action Nanaimo.

Esaw, Henry. Director of Instruction, Revelstoke School Board, District 68.

Galligher, Paula. Physical education specialist, Prince George School District Number 57.

Hatcher, Bernice (RN). Secretary Treasurer Action B.C.

Holmes, Deborah. Staff physical education worker Action B.C.

Hunter, S. Elementary School teacher in Action North project.

Jansen, Bruce. Physical Education Specialist, Prince George School District Number 57.

Lucy, Ken. Marketing Manager Action B.C.

Kulack, Linton (MD). Board member Action B.C.

McLean, Nancy. Volunteer worker Action Revelstoke.

McLeod, Ian. Participant in Action B.C. intervention at Shrum-Liddle.

McKeen, Grant. Co-Executive Director Action B.C.

Mills, Jean. Staff Coordinator of Action B.C. intervention at Shrum-Liddle.

Owen, Bill. Chairman of Board Action B.C.

Patchett, R. Physical Education Coordinator Action Revelstoke.

Reilly, Kathy. Chairperson, Action Nanaimo.

Rosenhardt, Bruce. Personnel Director COMINCO.

Ross, Susan. Vice-President, Action B.C.

Runions, Kathy. Participant in Action B.C.'s intervention at Shrum-Liddle.

Sinclair, Gary. Professor of Physical Education, U.B.C.

Todor, Dennis. Action B.C. staff worker.

Tuggle, Gail. Physical Education Coordinator Action North.

Venebles, Hugh. Senior staff worker Action B.C.

Young, Edith. Employee, Royal Columbia Hospital, New Westminster, B.C.

Appendix IV Data Sources for Particip*action* Medicine Hat

1. Documents

The following is a listing of documents obtained from Alberta Recreation and Parks pertaining to the development of Particip*action* Medicine Hat. The names and titles of the writers are:

Doug Harker, Recreation Consultant, Recreation, Parks and Wildlife, Medicine Hat.

Hubert Dhanaraj, Fitness Consultant, Department of Recreation, Parks and Wildlife.

Dwight Ganske, Director, Sports and Fitness Division, Alberta Department of Recreation, Parks and Wildlife.

Emmett Smith, Assistant Deputy Minister, Alberta Department of Recreation, Parks and Wildlife.

Tom Drinkwater, Deputy Minister, Alberta Department of Recreation, Parks and Wildlife.

Linda Skene, Recreation Consultant, Alberta Department of Recreation, Parks and Wildlife.

Keith McKerracher, President, Particip*action* Canada

Hon. H.J. Adair, Minister, Alberta Department of Recreation, Parks and Wildlife.

Hon. Horst A. Schmidt, Minister, Alberta Culture, Youth and Recreation.

Dr. K. Sauer, Third Chairman, Particip*action* Medicine Hat.

E. Marquardson, Field worker, Particip*action* Canada.

Ian MacDonald, First Chairman, Particip*action* Medicine Hat.

Dr. J. Hook, Second Chairman, Particip*action* Medicine Hat

1974

01 October, 1974, Letter, J. MacDonald, to L. Skene, re Steering Committee.

11 **October**, Letter, R. Kisby to L. Skene, Culture, Youth and Recreation, re meeting 17 October; enclosure - background on Particip*action* Canada.

30 **October**, Letter, D. Ganske to K. McKerracher, Particip*action* Canada, re contract and Medicine Hat Committee.

06 **November**, Notice of Meeting, Particip*action* Medicine Hat Committee.

08 **November**, Letter, K. McKerracher to D. Ganske responding to D. Ganske of 30 October.

14 **November** Letter, R. Kisby to I. MacDonald, re financial assistance from Provincial Government for media.

21 **November**, Letter, D. Ganske to K. McKerracher re concerns about role of Particip*action* Medicine Hat in Provincial scene. Additional funds needed.

29 **November**, Memo, I. MacDonald, Particip*action* Medicine Hat to Committee members re funding for media expenses and proposal for alternative media campaign.

30 **November**, Memo, D. Ganske to E. Smith re contract discussions between Minister and K. McKerracher of Particip*action* Canada.

12 **December**, Notice of Meeting, Particip*action* Medicine Hat.

23 **December**, Description of promotional scheme.

1975

09 **January**, Memo, D. Ganske to Regional Coordinator of Culture, Youth and Recreation re Particip*action* Canada contract.

14 **January**, Minutes of Education Committee Meeting.

24 **January**, Letter, I. MacDonald to Hon. Horst Schmidt re funding of media campaign and complaint that Particip*action* Canada had already received funding.

24 **January**, Minutes of Community Organization Committee re organizational matters.

24 **January**, Notice of Meeting set for 28 January.

24 **January**, Letter, D. Kope to Hon. H. Schmidt re media funding controversy.

29 **January**, Letter, R. Kisby, Particip*action* Canada to I. MacDonald re differences about media funding.

29 **January**, Letter, R. Kisby to I. MacDonald summarizing the problem and withdrawing from Medicine Hat.

30 **January**, Letter, I. MacDonald to Particip*action* Medicine Hat Committee summarizing his perspective of situation resulting in his removal as Chairman.

01 **February**, News clipping, Medicine Hat News, "Particip*action* Forces Chairman's Resignation".

03 **February**, Agenda, of Particip*action* Medicine Hat Steering Committee.

03 **February**, Talk to Particip*action* Medicine Hat Committee by R. Kisby, Role of Particip*action* Canada, The Agreement with the Government of Alberta (5 pages).

03 **February**, Agenda of Meeting.

03 **February**, Memo, D. Ganske to Hon. H. Schmidt re Particip*action* Medicine Hat, summary of the removal of the Chairman.

10 **February**, Letter, K. McKerracher to Hon. H. Schmidt summarizing Particip*action* Canada's view of the removal of the first Chairman.

10 **February**, Memo, L. Skene to D. Ganske re MacDonald resignation; letter and news clipping re Particip*action* Canada funding.

13 **February**, Notice of Meeting, 17 February.

03 **March**, Memo, D. Ganske to Hon. H. Schmidt re Particip*action* Medicine Hat update.

13 **March**, Minutes, Particip*action* Medicine Hat Steering Committee, reporting Block Walk, establishing permanent Meeting night.

14 **April**, Minutes of Particip*action* Medicine Hat Committee, decision to do Block Walk.

14 **April**, Notice of Meeting for 14 April.

11 **June**, Minutes of Particip*action* Medicine Hat re Particip*action* Picnic.

25 **July**, Memo, D. Ganske to L. Skene re cheque for $5,000.00 to Particip*action* Medicine Hat.

25 July, Letter, D. Ganske to Dr. J. Hook re $5,000.00 grant.

11 August, Letter, J. Horsman to Hon. A. Adair re presenting $5,000.00.

13 August, Memo, L. Skene to Hon. A. Adair re cheque for $5,000.00.

17 September, Letter, Dr. J. Hook to Particip*action* Medicine Hat Committee re planning.

29 September, Letter, R. Kisby to Dr. J. Hook re collaboration with SHAPE-UP ALBERTA.

Undated, Notes on programme developments in Particip*action*/SHAPE-UP ALBERTA collaboration.

Undated, Notes on talk by J. Bourne of SHAPE-UP ALBERTA.

15 October, Minutes of Particip*action* Medicine Hat Committee re collaboration with SHAPE-UP ALBERTA.

Circa October, Promotional Sheet for Chocolate Walk.

Circa October, Notes on Chocolate Walk.

27 November, Letter, Dr. Hook to selected list of Medicine Hat citizens re Kick-Off Breakfast for SHAPE-UP ALBERTA, Particip*action* Medicine Hat.

Undated, SHAPE-UP ALBERTA pamphlet, "Facts About Fitness".

16 December, Memo, H. Dhanaraj to Recreation, Parks and Wildlife staff re SHAPE-UP ALBERTA.

1976

15 July, Report on Field Trip, H. Dhanaraj to Dr. J. Hook; Meeting of Particip*action* Medicine Hat Committee.

30 September, Report on Field Trip, H. Dhanaraj to Particip*action* Medicine Hat; Chairman resigned, Dr. Sauer elected.

18 October, Memo from D. Ganske to Minister re evaluation of Particip*action* Medicine Hat project by Particip*action* Canada.

17 December, Memo from H. Dhanaraj to D. Ganske re Particip*action* Medicine Hat; forthcoming events - Fitness Weekend, Three Day Walk.

1977

6 January, Minutes of Particip*action* Medicine Hat Committee.

11 January, Memo from D. Ganske to H. Woo, re Particip*action* Medicine Hat project.

Circa January, 1977 **Fitness Bulletin** from Dr. Sauer to teaching staffs re Fitness Week.

18 January, Travel Request, D. Harker to Penticton re inter-city competition.

31 January, Memo, D. Harker to H. Dhanaraj re school participation, a Walk certificate.

4/5 February, Report on Field Trip, D. Harker and Dr. K. Sauer, visited by H. Dhanaraj re Fitness Week.

15 February, Memo, H. Dhanaraj to D. Harker re Fit Week. He was impressed.

Undated, Memo, K. Sauer to Service Club re fitness bulletin distribution.

Undated, Certificate for Partic-a-Walk.

22 February, Memo, H. Dhanaraj to Assistant Deputy Minister and Recreational staffs re Fit Week, Medicine Hat, accompanied by report (pink) contains Minutes of Particip*action* Medicine Hat Committee Meetings as follows:
28 October, 1976.
02 December, 1976.

22 February, Letter, E. Marquardson to Dr. K. Sauer re Fit Week, 06 January, 1977.
Fitness Bulletin, Dr. Sauer to teachers.
Press release re Fit Week.
Info kit re Fit Week.

18 **April**, Letter, K. Sauer to Minister re a request for operating funds.

21 April, Letter, Deputy Minister to K. McKerracher re termination of contract.

26 **April**, Memo, E. Smith to S. Fisher re additional funding for Particip*action* Medicine Hat.

Circa 5 May, Flyer, advertising Penticton Challenge.

13 June, Memo, H. Dhanaraj to all Recreation staff re

Particip*action* Medicine Hat Penticton Challenge.

21 **June**, Letter, Minister to E. Marquardson re future for Particip*action* Medicine Hat.

Circa 30 June, News Clippings, re Medicine Hat-Penticton fitness competition.

13 **October**, Memo, H. Dhanaraj to D. Harker re recommendations about Particip*action* Medicine Hat future.

26 **October**, Memo, H. Dhanaraj to Recreation division staff re Particip*action* Canada and Particip*action* Medicine Hat.

28 **October**, Report, on Particip*action* Medicine Hat by H. Dhanaraj (3 pages).

10 **November**, Memo, D. Harker to H. Dhanaraj re Particip*action* accompanying a report. Comments about future.

12 **December**, Field Trip, Report H. Dhanaraj to Medicine Hat re Particip*action* Medicine Hat.

1978

24 **January**, Letter, with K. McKerracher to Minister re final report on Particip*action* Medicine Hat.

07 **February**, Memo, D. Ganske to D. Harker re Particip*action* Medicine Hat, review of Particip*action* Canada's involvement in Medicine Hat.

01 **March**, Memo, E. Smith to S. Fisher re Particip*action* Medicine Hat report, request for comments on Particip*action* Medicine Hat from D. Harker.

10 **March**, Memo, to Deputy Minister re Particip*action* Medicine Hat report; comments by staff (3 pages).

29 **March**, Memo, Deputy Minister to Assistant Deputy Minister, agreement with 10 March.

2. Interviews

Bokstein, J. Recreation Recreation Director, City of Medicine Hat.

Dhanaraj, Dr.H. Fitness Consultant, Alberta Recreation, Parks and Wildlife.

Duncan, D. Executive Director, Medicine Hat YM-YWCA.

Hook, Dr. J. Second Chairman, Particip*action* Medicine Hat Committee.

Marquardson, E. Field Representative Particip*action* Canada in Medicine Hat.

McKerracher, K. President, Sports Participation Canada.

Wellett, G. Member of Particip*action* Medicine Hat Committee.

Appendix V Interview Questionnaire

The following are the questions which produced the interview data. Not all the questions were put to all the interview subjects. They represent the lines of questioning that were followed to elicit facts, opinions and beliefs about the various projects.

1. Could you describe the staffing arrangements during your time with (the project)?
   Supplementary questions:
   Numbers, M-F ratio, ages, marital status, education, cohesion? (Ask for any documents.)

2. Could you comment on the communication between various elements of the project?
   Sponsoring agency?
   Advisory Committee?
   Government?
   Advance worker?
   Local Committee?
   Field staff?

3. How was the project organized administratively?
   Supplementary questions:
   Lines of authority,
   Decision-makers,
   Budget. (Ask for any documentation).

4. Where did the original idea for (the project) come from?

5. When you received the instructions to proceed with (the project) did you receive any instructions or guidelines about its methodology or strategies?

6. Could you trace the development of (the project) concept from when you developed it until it was realized?

7. How would you describe your approach to the development of (the project)?

8. Do you recall (the project) campaign?

9. Can you recall what your first contact or information was?

10. What was it attempting to do?

11. Did it involve you in any way?

12. Can you recall any of the elements of the campaign?

13. Was there a local committee or group who had some

responsibility for the campaign?
Supplementary questions:
How was this body formed?
Can you recall any specific functions this group performed?
Was this group thought of as a more or less permanent organization?
Did it develop a constitution or representation on any other local bodies?

14. By what process was this body organized?
Supplementary questions:
By open recruitment?
By appointments?
By specific selection (who selected)?

15. To what degree was (the project) concerned with the permanence of the local group?
Supplementary questions:
Was it encouraged to develop a constitution?
Was it an ad hoc action group with a limited life?
Did it develop intermediate and long-range plans?

16. What efforts were there toward developing goals and objectives with the local action group?
--short range (3 months)?
--medium range (1 year)?
--longer than a year)?

17. Could you outline the various elements of (the project's) campaign in the town?

18. Could you briefly describe the function and the intended effect of each of the elements you have outlined?

19. (If certain obvious elements were omitted), how did the (name the event) fit into the overall scheme?

20. Can you suggest reasons why people are generally so unfit and at the same time so apparently unconcerned about it?

21. People are generally lazy and will do only as much as is necessary to get by. Could you comment upon that statement?

22. Can you foresee a time when the general public will be more regularly active than they now are?
Supplementary question:
How do you think this will come about?

23. What do you think it will take to have Canadians become as active as the Swedes? and Europeans?
Supplementary question:

Was this your view when you were associated with the project?

24. The project's goals were:
    a. To motivate and educate.
    b. Develop programme leadership.
    c. Develop on-going programmes of fitness and nutrition.
        1) Which of them was the most difficult to achieve?
        2) Which do you think was most important?
        3) Do you think you achieved them all?

25. Were there discussions with the sponsoring agency or among your staff as to the sort of changes you were attempting to induce?
    Supplementary questions:
    Did you ever discuss attitude change, motivation, social change theory as a context in which to develop (the project)?

26. Could you describe the strategy you chose to implement the goals?
    Supplementary question:
    Why did you choose that particular strategy?

27. Was (the project) able to enlist enough resources and support to make a successful venture?
    Supplementary question:
    Were you satisfied with the contribution of (the project) in making the venture successful?

28. What sort of involvement of people was there? E.g., young--old, rural--urban, rich--poor, male--female?
    Supplementary question:
    Was there any group(s) who were absent or left out?

29. Could you estimate the proportion of the population who actually became involved in an aspect of the campaign?

30. Do you recall what kind of organization was created to get the job done?

31. Can you recall any specific goals of the action committee?

32. Did (the project) involve the decision-makers of the town in any way?

33. Did you plan to include a local group or committee in the responsibility for operating the local campaign?

34. Could you estimate what proportion of the population became involved in an aspect of the campaign?

35. What were you doing at the time?

36. Did you think that the issue was important enough to go to the lengths that they did?

37. Was there any effort made to try programmes other than organized exercise classes to help people get fit?

38. Is there anything about the campaign that struck you as particularly effective, ineffective or of little value, of particular uniqueness?

39. How did the campaign actually come about?

40. What do you think was the ultimate result of the campaign?

41. How well did you think (the project) achieved its goals?

42. From your perspective of (the project), could you recall what was emphasized by the staff?
Supplementary question:
What did you feel was important?

43. How did you feel about the programme at the time?
Supplementary question:
Now?

44. Could you comment on any particular aspect of the campaign that stands out in your memory?

45. What did the project accomplish that lasted - six months, a year, longer?

46. What sort of results were you expecting from the campaign?

47. How would you describe the changes that would occur if the campaign was effective?
Supplementary questions:
Were there any plans to keep these changes alive?
Was there any future effort to sustain those people making a change?

48. What was the overall result of (the project's) campaign?
Supplementary question:
Was it worth all the effort?

49. How did you see (the project) having an effect on individual behavior when it was designed to mobilize group behavior?

50. What group did you have in mind when you were introducing the programme to a community?

51. What plans were there for continued support of the local action group?
Supplementary questions:
Revisits?
Information?
Follow-up of tests?
Other?

52. Would you comment upon the representativeness of the group of people reached by the campaign, the test programme, the classes, (male and female), rich--poor, town--country, young--old, education?

53. There has been a marked emphasis on the establishment of instructor-based fitness programmes. In view of the limited success of these in involving large numbers, why this emphasis?

Appendix VI Letter of Introduction

THE UNIVERSITY OF ALBERTA
FACULTY OF PHYSICAL EDUCATION AND RECREATION
OFFICE OF THE DEAN

June 10, 1977

TO WHOM IT MAY CONCERN:

This will introduce Mr. Arthur C. Burgess who is a graduate student at the University of Alberta, Edmonton, Alberta. Mr. Burgess is conducting field research for a doctoral thesis about community activation campaigns for physical fitness. This project is authorized through the Faculty of Graduate Studies and Research and has been organized under the direction of the Faculty of Physical Education and Recreation.

The outcome of this study will result in a better understanding of how community activation campaigns work and should lead to more effective methods in the future.

If you can give Mr. Burgess any information you have or other assistance with the project it will be most appreciated. This research will be conducted between 13 June - 30 September, 1977.

H.J. McLachlin, Ph.D.
Dean

HJM:mm

EDMONTON, ALBERTA, CANADA T6G 2H9